ARMY LEADER DEVELOPMENT STRATEGY: DEVELOPING BRIGADE LEVEL
LEADERS THROUGH BALANCE, EMPHASIS, AND APPROACH

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The U.S. Army has always placed a premium on quality leadership, and its ability to train, develop and mentor exemplary leaders. Over the past decade the Army has reenergized its research related to leader development in the interest of unifying efforts, capitalizing on operational experience, and preparing the next generation of officers for the coming changes to the force between our current state and the end of decade projects. Resulting from this and similar research, multiple articles, reports, and other literature continues to be published; most significant in outlining guidance and strategic direction for Army leader development is the Army Leader Development Strategy (ALDS). This strategy applies a process driven approach to cultivating leaders. The Army Mission Command Strategy (AMCS) applies a process similar in approach, related to the philosophy of mission command. But do these organizational level strategies account for and provide appropriate emphasis, an integrated approach, and balance enabling application of the strategies for unit level leaders?

The study assesses applicability and adequacies of the Army Leader Development Strategy to leader develop at the brigade level. This thesis identifies and determines utility in the links between common elements or factors of Mission Command and the Army Leader Development Strategy to assist commanders in creating leader development programs within brigade level organizations which provide appropriate emphasis, an integrated approach, and balance enabling application of the strategies for unit level leaders.

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ABSTRACT

ARMY LEADER DEVELOPMENT STRATEGY: DEVELOPING BRIGADE LEVEL LEADERS, by MAJ Timothy L. Ozmer, 89 pages.

The U.S. Army has always placed a premium on quality leadership, and its ability to train, develop and mentor exemplary leaders. Over the past decade the Army has reenergized its research related to leader development in the interest of unifying efforts, capitalizing on operational experience, and preparing the next generation of officers for the coming changes to the force between our current state and the end of decade projects. Resulting from this and similar research, multiple articles, reports, and other literature continues to be published; most significant in outlining guidance and strategic direction for Army leader development is the Army Leader Development Strategy (ALDS). This strategy applies a process driven approach to cultivating leaders. The Army Mission Command Strategy (AMCS) applies a process similar in approach, related to the philosophy of mission command. But do these organizational level strategies account for and provide appropriate emphasis, an integrated approach, and balance enabling application of the strategies for unit level leaders?

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INTRODUCTION

Purpose

The U.S. Army has always placed a premium on quality leadership and its ability

to train, develop and mentor exemplary leaders. This tradition comes from a long lineage

of strong leaders who understand that training, mentoring and developing their

subordinates is a process. One such example is General C. George Marshall and his

application of developmental processes prior to World War II. During his tenure as the

assistant commandant of the U. S. Army Infantry School in Fort Benning, Georgia,

General Marshall cultivated an entire generation of leaders through a process of rigorous

standards, mentorship, modeling, and development. Later as Army Chief of Staff,

General Marshall's continuation of this process enabled his subordinates to attain key

positions within the Army as it entered the war. General Marshall's capability and skill in

developing subordinates is credited with the U.S. Army's success in World War II. Some

of the men he trained and mentored include generals Dwight D. (Ike) Eisenhower, Mark

W. Clark, George S. Patton, Omar N. Bradley, Joseph W. Stillwell, J. Lawton Collins,

Walter B. Smith, Charles L. Bolte, and Matthew B. Ridgway.

> Marshall's control over the promotion and retirement of Regular Army officers
> created a body of commanders and staff officers who led the U.S. Army to victory
> in the most devastating conflict in history. Collectively, this cadre of officers
> constituted the most formidable array of warriors in our nation's history.[1]

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[1] Cole C. Kingseed, "Marshall's Men," *Army Magazine* 59, no. 12 (December 2009): 59.

General Marshall is only one example among many who demonstrate the necessity of a process oriented approach to developing subordinates as future stewards of the Army. Producing capable leaders requires integrating a development approach with commander driven emphasis on allotment of time and resources, balanced education, experience, and individualized development. General Marshall actualized leader development through a process he had seen before and had participated in during and after World War I; General John "Black Jack" Pershing became a friend and mentor to Marshall during the war, and their relationship continued well after. Marshall also observed General Pershing's mentorship methods and practices, heavily influencing his development techniques. Through this and other experiences, General Marshall understood the legacy and importance of the leader development process.

In his article published in May-June 2013 *Military Review*, Colonel Douglas Crissman aptly punctuates the impact of when leader development becomes an event rather than a process in maintaining the Army's ability to cultivate leaders. Colonel Crissman states that leader development programs are often incorporated as a postscript to training plans and not as part of the process.[2] Leader development, however, is an essential element in an organization's ability to execute its missions in training and in combat. To be effective, leader development programs must be nested with the unit's Mission Essential Tasks (MET) concurrent and consistent with the requirements of individualized leader development. The Army's reputation for leader development has been exceptional for generations; however, a decade of war has shifted both

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[2]Douglas C. Crissman, "Improving the Leader Development Experience in Army Units," *Military Review* 93, no. 3 (May-June 2013): 6.

organizational and unit level leader expectations and the requirements of junior leaders within the organization.[3]

In light of this, the Army has reenergized research efforts related to leader development over the past decade. Operational experience, while indispensible, has developmental limits; Army leader development strategies cannot be based solely on experience. Developmental strategies, guidance, and approaches should include knowledge and information gained from study and research, analysis of requirements, and examination of the process with assessment of outcomes toward meeting requirements. This provides unity of effort and maintains training currency and relevance while capitalizing on operational experience. The Center for Army Leadership Annual Survey (CASAL) is the Army's means of assessing Army leader attitudes, tracking trends in leader development, and determining leadership quality within the Army and their contribution to mission accomplishment.[4] The feedback provided from this survey is analyzed by the Center for Army Leadership (CAL) to identify trends in many leadership areas, including development. Albeit most areas assessed in the CASAL indicated the Army is continuing to progress and making positive strides, the responses related to leader development have consistently shown there is considerable room for improvement.

The need to improve leader development prompted the Chief of Staff of the Army (CSA), General Odierno, to direct an independent study to assess Army leader

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[3]Ibid.

[4]David G. Perkins, Memorandum for Center for Army Leadership Annual Survey of Army Leadership (CASAL) Participants, October 2013.

development capability in October 2011.[5] The results of this study were published in the

2013 Chief of Staff of the Army Leader Development Task Force Final Report (CSA-

LDTF-FR). The CSA-LDTF-FR identified similar issues in the Army's ability to develop

leaders consistent with current operational requirements.

Resulting from this and similar research, multiple articles and reports continue to

be published. In June 2013 two documents providing strategic direction and guidance for

Army leader development were published– the Army Leader Development Strategy

(ALDS), and the Army Mission Command Strategy (AMCS). Both documents apply a

process driven approach to cultivating leaders. But do these organizational level

strategies account for and provide an integrated approach, suitable emphasis, and balance

to enable applicability of effective leader development for unit level leaders?

<u>Research Question</u>

This thesis will answer the question: does the Army Leader Development Strategy

(ALDS) adequately address leader development needs at the brigade level? The ALDS

and AMCS, the strategic references intended to drive future Army leader development

will be examined, with the ALDS as the primary focus of the analysis. Portions of the

AMCS will also be examined due to the criticality of mission command philosophy to the

ALDS. A large portion of the AMCS applies to integration of systems related to mission

command as a Warfighting Function which will be excluded from the scope of this study.

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[5]Mark Adamshick, *2013 Chief of Staff of the Army Leader Development Task Force Final Report* (Washington, DC: Government Printing Office, June 2013), 1.

In addressing the primary research question of the applicability of the ALDS to leader development at the brigade level, several other questions related to leader development must be addressed:

1. What are the major deficits of leader development within the current force?

2. What are the major contributing factors or causes for these deficits?

3. Does the current ALDS address these specific deficits?

4. What changes, if any, should be made to the current strategy?

Assessing the strategic framework (ends, ways, and means) of the ALDS will enable this study to determine ALDS's adequacy for brigade level application in bridging strategic guidance to unit-level programs and plans. In other words, are the ends attainable via the ways and means specified in the ALDS? Adequacy will be assessed through examination of the ALDS provided guidance (ways) to determine if it contains sufficient quantity (resources or means) and quality (measures of effectiveness) to satisfy the goals (ends) of leader development.

Hypotheses

Several hypotheses were crafted in the process of this research related to information found in the literature review and further reinforced during the research. Examples include the 2005 through 2013 CASAL findings reports, which identify leader development as an area requiring significant improvement consistently in each year's results. This supports the assertion that the current Army Leader Development strategy is either ineffective or not followed. This will be examined in each of the following chapters to determine if there are issues associated with bridging the gaps between the strategy and unit level programs. An accompanying assumption is that over a decade of

combat operations has created gaps in leader development visible at all levels of leadership. The third and final hypothesis is that Army leader development will continue to be a priority in the future, as it is today per the guidance from Army Chief of Staff. This will increase the relevance of this and other research related to improving leader development at all levels.

<u>Definition of Terms</u>

Definitions specific to or significant within this study include:

<u>Collective tasks</u>: "Clearly defined, observable, and measurable activities or actions which require organized unit performance leading to the accomplishment of a mission or function."[6]

<u>Essential Elements of Leader Development</u>: Unit level leader development plans or programs require integration of three essential elements in order to be effective: Approach, Emphasis, and Balance. This framework was conceived during this study for defining the most critical concepts in bridging leader development strategies (concepts) to processes and plans (actions).

<u>Leader Focused Approach</u>: Leaders are responsible for developing subordinates and should seek developmental opportunities in every task, event, and effort. The leader focused approach is a mind-set created through unified understanding and conveyed by consistent messaging to maximize leader development opportunities. For this to be possible, commanders and other leaders must have a shared vision of developmental

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[6]Headquarters, Department of the Army, TRADOC Pamphlet 350-70-1, *Training Development in Support of the Operational Domain* (Washington, DC: Government Printing Office, February 2012), 9.

goals (ends), with a plan (ways) and resources (means) for attaining these goals. These goals are often based on leaders' assessment of current conditions within the unit. In the leader focused approach, application of the ADDIE model (assess, design, develop, implement, and evaluate)[7] can provide a simple framework for leaders to build leader development opportunities. Assessment of performance will identify developmental deficits which design and development efforts are engineered to affect. Once developed, the leader focused approach is implemented in all unit-level venues, from training to work details, focused on taking full advantage of developmental opportunities. Evaluation of leader performance through candid and timely feedback on the leader's performance enables subordinates to recognize and actualize their developmental potential. Approach is supported by balanced leader development and tangible senior leader development emphasis within the unit.

Leader Development Balance: Leader development balance integrates developmental components and domains to provide progressive growth for all unit leaders. Balance coordinates efforts between unit-level development programs and individual leader development in that it accounts for and enables development within the unit, schools, and self initiated venues. It creates equitable value in the minds of leaders toward training, education, and experience while avoiding overdependence within any single domain or component. This equity is created through a leader focused training approach and leader development emphasis.

Leader Development Emphasis: The intent of leaders development emphasis is to demonstrate to leaders at all levels the importance and necessity of leader development.

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[7]Ibid., 10.

This is enabled through commander allocation and dedication of time and other necessary resources and mimicked by subordinate leaders in the unit. Emphasis is achieved when unit-level development programs are integrated into all training events, captured on training calendars, and understood to be a resources priority. Emphasis is actualized when leaders throughout the organization understand the leader development approach and their efforts are balanced between training, education, and experience.

Leader Development: Leader development is "the deliberate, continuous, sequential, and progressive process, grounded in Army values, that grows Soldiers and Army civilians into competent and confident leaders capable of decisive action. Leader development is achieved through the lifelong synthesis of the knowledge, skills, and experiences gained through the three domains of institutional training and education, operational assignments, and self-development."[8]

Mission Command: "The exercise of authority and direction by the commander using mission orders to enable disciplined initiative within the commander's intent to empower agile and adaptive leaders in the conduct of unified land operations."[9]

Limitations

The ALDS was published less than a year ago; therefore current impacts cannot be examined. This study will be unable to establish relationships between previous and

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[8]Headquarters, Department of the Army, Army Regulation 350-1, *Army Training and Leader Development* (Washington, DC: Government Printing Office, August 2011), 8.

[9]Headquarters, Department of the Army, ADP 6-0, *Mission Command* (Washington, DC: Government Printing Office, September 2012), 1.

current unit level leader development programs to measure effectiveness. The survey

research data for post-ALDS publication will not be published until later this year.

Within published research and professional journal articles currently available,

indications exist that Mission Command has not been fully adopted across the force. The

2013 Chief of Staff of the Army Leader Development Task Force survey as well as

professional journal citations from *Army Magazine* and *Military Review* indicate mission

command is not fully understood or incorporated into training and leader development.

This is also a considerations factor as the success of the ALDS relies on active and wide

spread practice of the mission command philosophy.

Scope and Delimitations

The study will assess the feasibility and suitability of the Army Leader

Development Strategy as it applies to the brigade level for adequacy in furthering unit

level leader development efforts. This thesis will identify and determine common factors

between Mission Command and the ALDS to assist commanders in creating leader

development programs within brigade sized units.

This study will not address the integration of mission command systems as outlined

in the AMCS and the associated mission command Warfighting Function. Nor will this

study describe or assess changes to unit organization within TRADOC as it relates to

mission command development and implementation.

Significance of Study

This study is intended to increase awareness, knowledge, and understanding of

leader development as a process, illuminate its relationship to mission command, and

create additional interest and stimulate research in leader development application at the brigade level and below. Understanding the effectiveness of the current leader development strategy will enable Army organizational leaders to support and resource unit level leaders as they cultivate committed, competent leaders of character able to lead the force through the coming transitional period. Identifying the gaps between organizational level strategy and the development of unit-level actionable plans and processes contain the essential elements of leader development are the most important potential contributions of this study. Lastly, recommending additional guidance or research recommendations related to developing refined guidance are also significant.

The results of this study can be used to coordinate the leader development strategies between the various TRADOC organizations, reducing compartmentalization of information and ideas related to leader development. This coordination will also likely increase cooperation within TRADOC elements to further define and refine the relationship between mission command and leader development. The Army, and TRADOC as its agent, bears the responsibility to create and integrate leader development strategy which is explicit, applicable and adequate for unit level leaders.

Summary

For decades, the Army has maintained a self-reliant approach in the development of its leaders. Unlike other large organizations, the Army does not recruit, select, and assign mid and senior level leaders from outside the organization. The process of developing Army senior leaders spans more than 20 years and begins before they join the

organization.[10] Current leader capabilities are inconsistent with leader expectations, particularly in development. The Army Chief of Staff has prioritized leader development to ensure the Army retains the leadership capability necessary to transition towards a smaller, more agile and adaptable force by 2020. This prioritization led to the development of the ALDS and the AMCS. The recommendations made in the 2013 CSA-LDTF-FR appear sound, and are consistent with the ALDS, however, additional guidance and refinement are likely required to bridge the distance between the ALDS and creating effective leader development plans and processes with the necessary approach, emphasis, and balance at the brigade level.

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[10]Headquarters, Department of the Army, *Army Leader Development Strategy* (Washington, DC: Government Printing Office, June 2013), 3.

CHAPTER 2

LITERATURE REVIEW

As mentioned in the preceding chapter, a contributing factor to deficits in current leader capability are likely the result of lack of knowledge or understanding of current and emerging doctrine and literature. Additionally, indications exist that unit level leader development programs lack a process driven approach. To set the conditions for the research method and create the framework for analysis for this study, a review of current doctrine related to leader development is necessary. A considerable amount of academic and experiential literature exists on the subject of leader development which warrants examination as well. This literature will establish a broader understanding of leader development answering the secondary research questions related to deficits in the developmental strategies.

A workable and applicable definition of the current leader development strategy will be established while identifying some of its strengths and weaknesses. The literature review will also align the essential elements of leader development to portions of the ALDS. Leader development requires integration of approach, emphasis, and balance to be effective at the brigade level. These essential elements will establish the framework used during analysis to determine changes that may be required within the current ALDS.

To better understand the concepts of leader development and the Army's approach to it, this chapter is organized into two parts–doctrinal references and non-doctrinal literature. The first portion will provide the doctrinal background, basis, and guidance related to Army leader development. The second portion will consist of current

literature and material related to leader development including professional military

journal articles and previous academic research.

Current Doctrinal References Related to Leader Development

Army Leader Development Strategy

In determining adequacy of the ALDS for developing leaders at the brigade level,

a thorough review of this strategy is the first priority. For clarification purposes related to

this thesis, it is presumed that the ALDS is designed for Army wide organizational leader

development from a strategic approach. It is not a development process or plan for

developing leaders at the unit level, but a strategic approach. In Part I, the ALDS outlines

that the strategy "provides vision and guidance on ends, ways, and means for developing

leaders of all cohorts,"[11] with the caveat that these leaders "exercise mission command

while planning, preparing, executing, and assessing Unified Land Operations (ULO) to

meet the challenges of the 21st Century."[12] As this study examines the ALDS adequacy

to enable commanders at the brigade level to establish leader development programs that

will cultivate future leaders to meet the challenges ahead.

One of the hypotheses made in this study related to the ALDS is that the strategy

is ineffective, or that is not being followed. In examining the ALDS to determine its

strengths and weakness, effectiveness of the strategy can be evaluated and addressed as

well. Determining strengths and weaknesses will not entirely confirm the portion of the

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[11]Ibid.

[12]Ibid.

hypothesis that the ALDS is not being followed but will answer the portion of the assumption focused on effectiveness.

Additional hypotheses will be addressed during the literature review related to emphasis and effects. It is hypothesized that more than a decade of combat has created gaps or shortfalls in unit-level leader development capability. Likewise, it is assumed the Army will continue to place emphasis and priority of effort on leader development. Both of these hypotheses are relevant to the current state of leader development efforts as well as efforts in the future.

The ALDS outlines the Army's approach to leader development through a strategic ends, ways, and means approach. The ALDS goal, or ends, is enabling a process that aligns training, education, and experience to prepare leaders who exercise mission command to prevail in unified land operations. The ways which this strategy purports to attain these ends is through continual leader development of other leaders. The means outlined within the ALDS include drive, time, people, and funding, with the most critical means being drive and time.[13] Army senior leaders must be committed to this process and place emphasis on leader development at all levels. Senior leadership can best demonstrate this commitment through dedicating time to conduct leader development at the unit level. Senior leadership can also provide guidance for integrating leader development into collective and individual training. This will have several positive effects: adequately prioritized and properly resourced training, improved results in leader quality, buy-in by subordinate leaders, and, modeling by senior leaders of stewardship and development.

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[13]Ibid., 9.

The ALDS framework emphasizes that Army senior leaders maintain responsibility for setting conditions and providing resources so that organizational level leaders can develop, mentor, and train subordinates. This framework is consistent with other strategic organizational documents related to leader development. One of the inherent strengths of the ALDS in that it draws from existing doctrine to establish goals, outline approaches, and specify priority of resources (ends, ways, and means). From capstone national level strategic guidance to existing regulation, the ALDS addresses issues related to the operational and strategic environments of today with an eye toward emerging requirements the force will face in the future. This also strengthens the strategic vision and process driven approach of the ALDS, as it establishes relevance to the immediate situation and application of ways and means toward ends that will be shaped by future events.

Within the ALDS framework, senior leaders set the conditions for organizational leaders to capitalize on developing subordinates through training, education, and experience along lines of effort (LOE), focused on individuals' growth as leaders (see figure 1). Each LOE cuts across the developmental domains of institutional, operational, and self-development, with specific guidance and tasks nested within each.
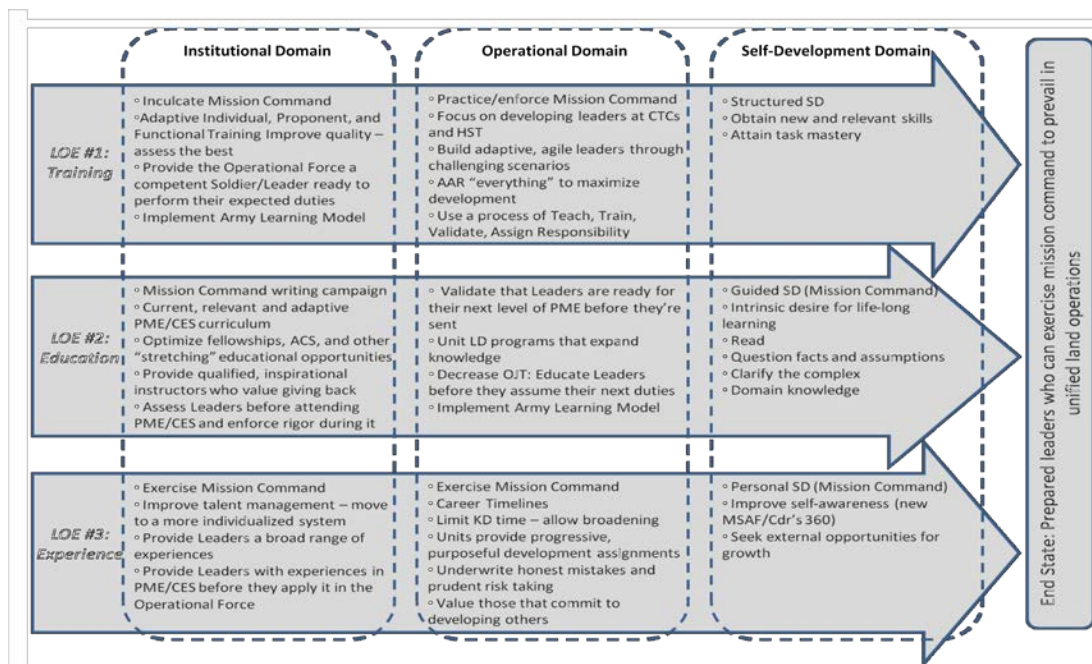
Figure 1.   Army Leader Development Strategy Ends, Ways, and Mean
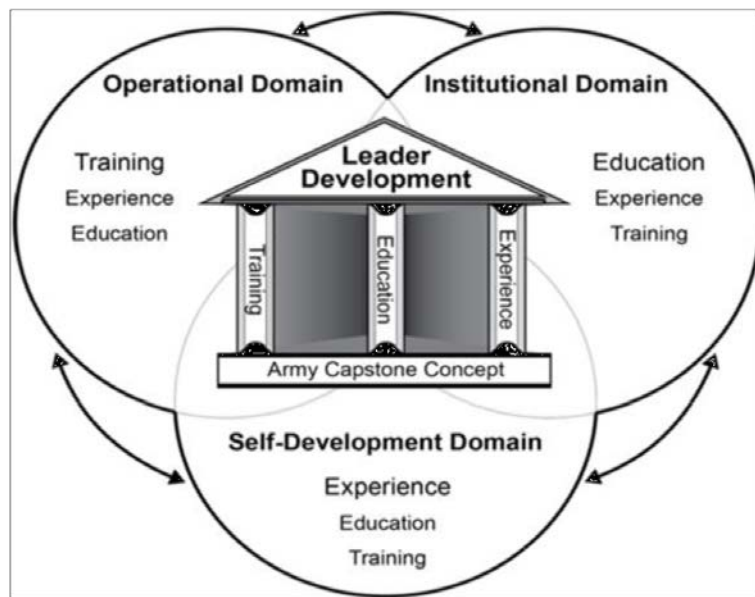
Figure 2.   Army Leader Development Model

The ALDS incorporates the Army Leader Development Model from Army

Regulation 350-1 Army Training and Leader Development. Figure 2 depicts how the

developmental domains overlap and interact in creating balanced leader development.

At the center of this Venn diagram are the three pillars of leader development Training,

Education, and Experience–consistent with the ALDS LOE. The strategy describes each

LOE or leader development pillar as the components of developing leaders, outlines them

as supporting efforts within the three develop domains and defines each domain and

component:

1. Domains

   a. Institutional–This domain generally includes all organizations and activities
      in the Army other than deployable units. It includes the Army staff,
      supporting organizations, and Army centers and schools that provide initial
      training and subsequent functional training and Professional Military
      Education (PME). [14] It provides knowledge and develops leadership
      attributes and competencies necessary for increased responsibility.

   b. Operational–The Operational domain encompasses training and education in
      deployable units and is where the bulk of leader development occurs. It is
      where junior leaders attain technical competence, mid-grade leaders develop
      their ability to lead at the organizational level, and senior leaders conduct
      strategic level proficiency. All of the development components conducted in
      the operational domain is essential to developing leaders. [15]

   c. Self-Development –This domain includes individual self initiated and driven
      learning to reinforce and expand depth and breadth of knowledge and self-
      awareness. It bridges operational and institutional domain gaps and is

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[14]Ibid., 11.

[15]Ibid.

continuous. There are three variations: structured self-development; guided self-development; and personal self-development.[16]

2. Components

a. Training –The training component includes organized, structured, continuous, and progressive development based on principles of learning to increase capability. It enables individuals, units, and organizations to perform specified tasks or skills. The ALDS objective of leader training is to increase leader ability to perform proficiently in training and operational conditions.[17]

b. Education–As a component of development, education contributes to the growth of the leader attributes of character, presence and intellect. Education involves gaining knowledge and developing abilities and traits leaders need to accomplish their mission. It focuses on fundamentals which are later practiced, expanded, and improved in training and experience. Education develops intellect and character to improve judgment and reasoning and sharpen the mind. Army education is primarily PME but may include civilian education as well.[18]

b. Experience–Experience is the gradual progression of personal and professional activities. It spans a person's life and encompasses both formal and informal lessons from activities within the other developmental components. Experience includes the sum total of personal events and requires reflection. Reflection on experiences develops lessons learned applicable to future experiences. The Army uses assignments, development and broadening opportunities, and external influences to provide leaders with experiential opportunities.[19]

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[16]Ibid.

[17]Ibid.

[18]Ibid.

[19]Ibid., 12.

Although these domains and components differ slightly across doctrine, what these diagrams and their associated descriptions imply is synchronization of the components within and across the developmental domains. This synchronization will establish an environment that prepares leaders to exercise mission command and prevail in unified land operations. The AMCS deviates significantly here from the ALDS application of doctrinal domains titles as well as the ways and needed to inculcation the mission command philosophy.

The ALDS provides limited directive guidance describing how to accomplish this synchronization and unified effort at the brigade level, which is one of its weaknesses. The ALDS provides broad based strategy rather than specific guidance and places the responsibility for developing specific guidance and implementing plans to the Army Commands (ACOM), Army Service Component Commands (ASCC), Direct Reporting Units (DRU), Army Reserve, and Army National Guard.[20] It requires leaders to rebalance development practices between education, training, and experience to increase educational opportunities, broadening assignments, and encourage and enable self-development. The means for these organizations to share and synchronize leader development is through general officer and senior executive level service forums. This mechanism presents an inherent gap for brigade level commanders which differ from planning and executing other training or development efforts. The ALDS places the responsibility for planning leader development at the unit level yet provides little

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[20]Ibid., 9.

doctrinal reference to bridge guidance to training.[21] Compared to the responsibility for developing other training, such as mission essential tasks (METs), brigade commanders have multiple doctrinal references and systems available to cross-walk training from individual through every level of collective training within their unit. Very few references and no digital system exist to provide linkage between strategic guidance and a unit-level process to execute effective leader development.

The ALDS does specify several imperatives which organizational and unit level leaders must understand and incorporate to support deliberate, continuous, and progressive development. These include implementation of leader development strategy throughout an organization (approach), providing specific and adequate time for execution of leader development activities (balance) and ensuring an organization understands the importance of leader development (emphasis). Although they do not directly align, parallels between these imperatives and the essential elements of leader development exist.

The Army Training Strategy and the ALDS are complementary and mutually supportive documents nested under and supporting the Department of Defense Planning Guidance, the Army Strategic Planning Guidance (ASPG), and the Army Campaign

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[21]Several handbooks and guides are published and available from the Center for Army Leadership pertaining to unit level leader development. Those most relevant are: *Commander's Handbook for Unit Leader Development, Developing Leadership During Unit Training Exercises*, and *Leader Development Improvement Guide*. These references are focused toward training and developing leaders as individuals within units and not toward developing a unit-level program for leader development. In order for individual development to be practical and applicable within unit-level organizations (brigades) a baseline of leader competencies and capabilities must first be established. This baseline will enable creation of more effective individual development plans and complement unit-level developmental training.

Plan.[22] It is apparent after reviewing the ALDS as a whole, alongside other strategic planning guidance and other doctrinal references, that the ALDS provides consistent strategic direction.

Army Mission Command Strategy

The Army Mission Command Strategy (AMCS) integrates and synchronizes the ends, ways, and means to implement mission command philosophy and the Mission Command War-fighting Function throughout the Army. The AMCS supports the ALDS as well as Army Training Strategy (ATS) through focusing on aspects of training, education, and experiences related to mission command. Published in June 2013, near the same time as the ALDS, the AMCS similarly outlines specific ends, ways, and means for strategic integration of mission command (see figure 3).
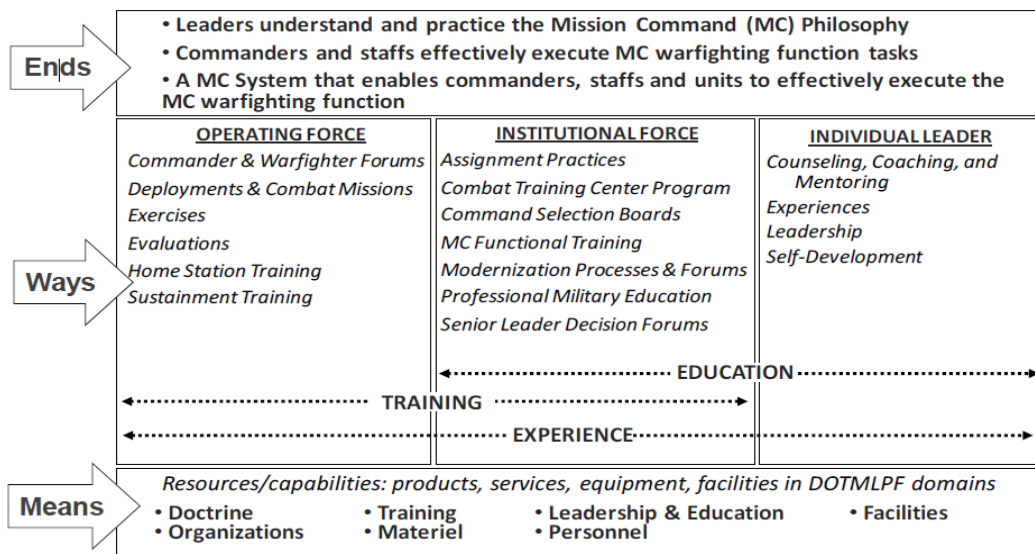

Figure 3.   Army Mission Command Strategy Ends, Ways, and Means

Source: Headquarters, Department of the Army, *Army Mission Command Strategy (FY13-19)* (Washington, DC: Government Printing Office, June 2013), ii.

[22]Ibid., 23.

The AMCS strategic ends address three basic goals, two of which are directly related to the Mission Command Warfighting Function: commanders and staffs effectively execute mission command warfighting function task and mission command system that enables commanders, staffs and units to effectively execute the MC Warfighting function.[23] This literature review of the AMCS will focus on the ends related to mission command philosophy–"Leaders understand and practice the Mission Command Philosophy."[24] Consistent with the CSA guidance, the AMCS priority goal is the understanding and practice of the mission command philosophy, as people are– specifically leaders –the central element of mission command.

The AMCS definition of leader development is consistent with the ALDS and is achieved through the life-long synthesis of the knowledge, skills, and experiences gained through the developmental domains of institutional training and education, operational assignments, and self-development.

AMCS summarizes and concludes that two primary factors determine the strategy's success or failure: commanders and leaders taking ownership of mission command through personal involvement; and commanders training their units and tailoring their mission command system to their unit's mission specific requirements. The AMCS conclusion is consistent with the 2013 CSA-LDTF-FR, as well as with the ALDS.

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[23]Ibid., 8.

[24]Ibid.

ADP 6-0 and ADRP 6-0

As this thesis will identify and determine common factors between Mission Command and the Army Leader Development Strategy to assist commanders in creating leader development programs at the brigade level, further examination of Army Mission Command is necessary. Army Doctrine Publication (ADP) 6-0 presents the Army's guidance on command, control, and the mission command warfighting function. This publication describes how commanders and their staffs combine the art of command and the science of control to understand situations, make decisions, direct action, and accomplish missions. Army Doctrine Reference Publication (ADRP) 6-0, also titled *Mission Command*, explains the principles of mission command in more detail.[25] ADP 6-0 and ADRP 6-0 collectively outline the principles, purpose, and application for implementation of Mission Command.

Chapter 2 of ADRP 6-0 outlines six principles of mission command to guide commanders:

1. Build cohesive teams through mutual trust

2. Create shared understanding

3. Provide a clear commander's intent

4. Exercise disciplined initiative

5. Use mission orders

6. Accept prudent risk[26]

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[25]Headquarters, Department of the Army, ADP 6-0, *Mission Command*, ii.

[26]Ibid., 2-1.

These principles (means) provide commanders with the approach (ways) to implement mission command philosophy (ends) to counter uncertainty and reduce the amount of certainty required to act. This enables disciplined initiative within the commander's intent, created through shared understanding and trust. Disciplined initiative is used to create opportunities, given that commanders rely on their subordinates to act and subordinates take action to develop the situation. This beckons to the mutual trust principle of Mission Command, at the same time it leans toward the several other Mission Command principles. This emphasizes the necessity of understanding and applying mission command philosophy within the current ALDS.

ADP 6-22 and ADRP 6-22

ADP 6-22 *Army Leadership* establishes and describes the leader attributes and core leader competencies that facilitate focused feedback, education, training, and development across all leadership levels.[27] Part III, Chapter 7 (Develops) will be the primary focus as it pertains most to leader development and the ALDS.

ADRP 6-22 deals with several areas of leader development consistent with ADP 6-0 and ADRP 6-0, the ALDS, and AR 350-1. In supporting leader development, ADRP 6-0 points to balancing the three components of leader development - Education, Training, and Experience as a leader responsibility in developing his or her subordinates. ADRP 6-22 also emphasizes the use of assessment, to determine the subordinate's needs, and then develop a plan to counsel, coach, and mentor to those ends. It outlines leaders' responsibilities to ensure subordinates receive the appropriate education, training, and

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[27]Headquarters, Department of the Army, ADRP 6-22, *Army Leadership* (Washington, DC: Government Printing Office, September 2012), v.

experiences thereby increasing their potential in current and future assignments.[28] This encompasses both an organizational as well as an individualized approach to leader development. It also addresses the necessity of stewardship in both cultivating subordinate leaders and in improving the overall organization. Links between ADRP 6-22and the ALDS are evident, however the principals outlined in ADRP 6-22 do not directly align with the essential elements of leader development in the ALDS.

Within ADRP 6-22 is an explanation of the relationship between mission command and command and control. One of the biggest misconceptions related to mission command is that it is intended to replace Command and Control (C2). According to ADRP 6-22, and echoed repeatedly by one of its crafters, General David Perkins, mission command did not replace Command and Control; however Command and Control was not adequate to enable disciplined initiative. The construct or concept behind Command and Control is that it implies compliance, rather than empowerment; mission command maintains that these concepts can exist at the same time.[29]

<div align="center">ADP 7-0 and ADRP 7-0</div>

ADP 7-0 *Training Units and Developing Leaders* establishes the Army's doctrine for training units and developing leaders for unified land operations.[30] ADRP 7-0 supplements the fundamentals and principles outlined in ADP 7-0, providing additional

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[28]Ibid., 7-13.

[29]David G. Perkins, "Opening remarks" (2013 Association of the United States Army (AUSA) Mission Command Symposium, Leavenworth, KS, 18 June 2013).

[30]Headquarters, Department of the Army, ADP 7-0, *Training Units and Developing Leaders* (Washington, DC: Government Printing Office, August 2012), v.

information to the broad overview provided with ADP 7-0.[31] Both references are

consistent with other doctrinal references reviewed in this chapter.

The ADRP 7-0 definition of leader development, the developmental domains and

components, and emphasis on the mission command philosophy are consistent with the

ALDS.

ADRP 7-0 outlines seven principles of leader development:

1. Lead by example
2. Develop subordinate leaders
3. Create a learning environment for subordinate leaders
4. Train leaders in the art and science of mission command
5. Train to develop adaptive leaders
6. Train leaders to think critically and creatively
7. Train your leaders to know their subordinates and their families[32]

Although these specific principles do not appear in other doctrinal references, they are

consistent with other references related to leadership and leader development. The intent

of these principles is to provide consistent focus toward developing capable and

competent leaders of character to steward the Army into the future.

Furthermore, ADRP 7-0 outlines the relationship between unit training

management (UTM) and operations process, explaining how commanders are to plan,

prepare, execute, and assess unit training. It specifies the operations process in

conjunction with UTM as the method to train and develop subordinate leaders within

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[31]Headquarters, Department of the Army, ADRP 7-0, *Training Units and Developing Leaders* (Washington, DC: Government Printing Office, August 2012), iii.

[32]Ibid., 2-4–2-5.

organizations. This is consistent with the ALDS in placing the responsibility for leader

development with the unit commander. However, the mission essential tasks and other

resources outlined in ADRP 7-0 only provide additional guidance to unit-based leader

development–there are no specific leader skills or the associated metrics for establishing

unit-level leader proficiency baselines.

Training and Evaluation Outline (T&EO)

The Training and Evaluation Outline (T&EO) provides the procedures a unit must

accomplish to perform a collective task to standard.[33] These are performance standards

for collective tasks units must perform to successfully conduct Unified Land Operations.

All T&EO are developed and approved through the Combined Arms Center (CAC) as

outlined in Chapter 5 of TRADOC Pamphlet 350-70-1, Training Development in Support

of the Operational Domain. They reside within Combined Arms Training Strategy

(CATS), which resides within the Army Training Network (ATN) as well as the Army

Digital Training Management System (DTMS). The task performance specifications in

the CAC T&EOs include descriptive elements outlining how a specific task or drill is

performed, under what conditions, and the associated performance metrics for measuring

success.[34] A unit evaluator uses a T&EO to determine whether or not the task was

performed to the standard under the prescribed conditions (see figure 4). Collective tasks

are clearly defined, observable, and measurable activities or actions that require

organized team or unit performance, leading to the accomplishment of a mission or

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[33]Headquarters, Department of the Army, TRADOC Pamphlet 350-70-1, 67.

[34]Ibid.

function. Collective task accomplishment requires performance to a measurable standard

of both individual and supporting collective tasks. A collective task also describes the

performance required of a unit under the conditions identified by the training developer

to replicate the anticipated operating environment. The TE&Os provide summary

information concerning collective task training, as well as individual and leader training

tasks that support the successful execution of collective training. T&EOs also provide

information concerning evaluation standards applicable to a training situation. These

evaluation results provide a performance baseline from which commanders can develop

training plans specific to their unit's needs.

ELEMENT: PLATOON/SQUAD
TASK: DEFEND AGAINST AIR ATTACK (7-3/4 - 1301)
(FM 7-8, AR 40-5, FM 21-10, FM 44-8)

ITERATION	1	2	3	4	5	(Circle)
COMMANDER/LEADER ASSESSMENT			T	P	U	(Circle)

CONDITIONS: The platoon is tactically deployed separately or as part of a larger unit. Hostile aircraft have been operating in the area. The platoon must provide its own security. Any member alerts the platoon of approaching aircraft or aircraft fires on the unit. Some iterations should be performed in MOPP4. Civilians, government organizations, NGOs, PVOs, and the international press are present on the battlefield. The U. S. forces are operating under a restrictive ROE.

TASK STANDARDS: All personnel start and stop fire on order, or start fire within three seconds of being fired on, and stop on order. All personnel use the engagement technique ordered by the leader. The platoon destroys hostile aircraft or disrupts the attack. The platoon continues follow-on operations. The U. S. forces comply with the ROE. Collateral damage is limited.

TASK STEPS AND PERFORMANCE MEASURES	GO	NO-GO
1. The platoon takes action against hostile aircraft firing on the unit.		
a. (Any member) Alerts the platoon of approaching aircraft.		
b. If fired on by the aircraft, without order or signal, immediately returns fire, using the appropriate engagement technique.		
c. If not fired on, leaders order personnel to freeze. Platoon members:		
•Use all available cover and concealment		
•Use dispersion techniques.		
•Prepare to engage enemy aircraft on order.		
d. Tracks aircraft.		
*2. The platoon leader identifies aircraft as enemy.		
a. Selects an engagement technique based on the type of aircraft and direction of attack.		
b. Orders the platoon to fire using the selected engagement technique, if the aircraft is to be engaged.		
3. On order, platoon members fire at enemy aircraft (cyclic rate of fire), using directed engagement technique.		
*4. The platoon leader orders platoon members to cease fire.		
*5. The platoon leader reports enemy aircraft (type, location, course) to the company CP.		
6. The platoon consolidates and reorganizes based on T&EO 7-3/4-1607, Perform Consolidation and Reorganization.		

TASK STEPS AND PERFORMANCE MEASURES	GO	NO-GO
7. The platoon continues the mission.		
• Resumes the proper formation, if moving.		

"*" Indicates a leader task step.

TASK PERFORMANCE/EVALUATION SUMMARY BLOCK							
ITERATION	1	2	3	4	5	M	TOTAL
TOTAL TASK STEPS EVALUATED							
TOTAL TASK STEPS "GO"							
TRAINING STATUS "GO/NO-GO"							

SUPPORTING INDIVIDUAL TASKS

See Appendix A for task numbers and titles that correlate to the numbers listed below by STP and skill level.

Common Tasks
Skill Level 1: 24, 25, 41, 55, 68, 72, 96, 97
Skill Level 2: 9, 25, 26
Skill Level 3: NONE
Skill Level 4: NONE

MOS 11B Tasks
Skill level 1: 14, 17, 21, 41, 42, 43

Figure 4.   Example Training and Evaluation Outline (TE&O)

Source: Headquarters, Department of the Army, TC 25-10, *Leader's Guide to Lane Training* (Washington, DC: Government Printing Office, August 1996), 123-124.

Army Regulation 350-1

AR 350-1 *Army Training and Leader Development* prescribes policies,

procedures, and responsibilities for developing, managing, and conducting Army training

and leader development.[35] The specific portion of the regulations which apply to this

thesis is The Army Training and Leader Development Strategy (AT&LDS) outlined early

in AR 350-1. The AT&LDS describes the vision and specific goals and objectives,

management process, and supporting training models, guidance, and systems required to

adapt Army training and leader development programs to an era of persistent conflict, to

prepare units and leaders for full spectrum operations, and to rebuild strategic depth.[36]

Additionally, AR 350-1 outlines the Army Training and Leader Development Model (see

figure 5) which portrays interaction among the three separate and overlapping domains of

operational, institutional and self-development.[37] This is consistent with the ALDS Army

Leader Development Model (see figure 6). Both are placed here together for comparison

purposes. Despite some differences, the key parallels to draw from these Venn diagrams

is the importance and emphasis on creating balance within the three training or training

and development domains–Operational, Institutional, and Self-Development.

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[35]Headquarters, Department of the Army, Army Regulation 350-1, i.

[36]Ibid., 3.

[37]Ibid., 3-4.

Figure 5.   Army Training and Leader Development Model

Source: Headquarters, Department of the Army, AR 350-1, *Army Training and Leader Development* (Washington, DC: Government Printing Office, August 2011), i.
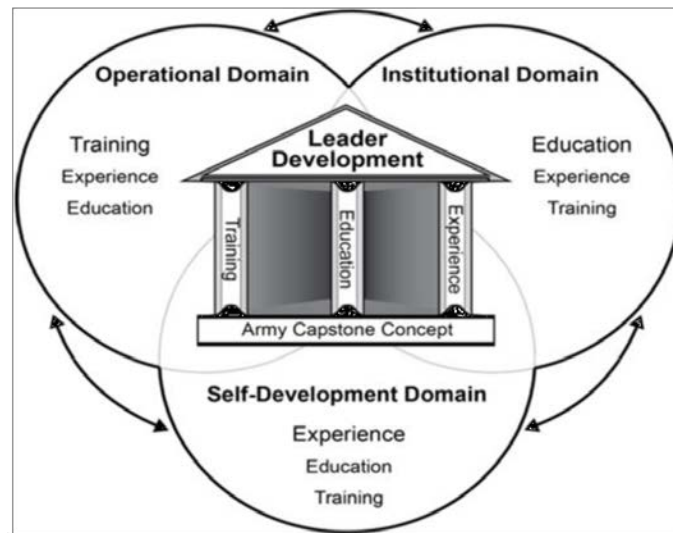
Figure 6.   Army Leader Development Model

Source: Headquarters, Department of the Army, AR 350-1, *Army Training and Leader Development* (Washington, DC: Government Printing Office, August 2011), 6.

AR 350-1 further describes the elements of integrating the developmental

domains to produce balanced leaders through synchronization. It defines the three

developmental domains and their inactive relationship in developing balanced leaders.

AR 350-1 further addresses the requirement for commanders to ensure training

plans include Leader Training and Leader Development (LT/LD) at the unit level. Leader

training is delineated from leader development here. *Leader Training* relates to a leaders'

ability to conduct their mission essential tasks (MET) based on their current assignment;

Leader Development relates to training leaders' for a position of increased responsibility

or authority they may be assigned to in the future. This portion of AR 350-1 outlines the

purpose and importance of each leader having a unit level LT/LD Action Plan.

Encouraged, but not required, LT/LD Action Plans should focus on goals related to: near-

term–improve weaknesses and reinforce strengths; short-term–developing skills,

knowledge, abilities and experience needed for the next assignment; long-term–preparing

the leader for more complex duties beyond their operational assignments.[38]

Army Regulation 600-100

AR 600-100 *Army Leadership* establishes Army policy for leadership, by defining

key terms associated with leadership, assigning responsibilities for management of

leadership policy, and clarifying responsibilities and definitions among Army leadership

policy proponents, with the goal of coordinating leader development policy.

AR 600-100 maintains a consistent definition of leader development with

previously reviewed doctrinal literature; however it places more emphasis on the aspects

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[38]Ibid., 94.

of self-development and the necessity of life-long learning. The Army Training and Leader Development Model graphic is identical to that found in AR 350-1 (see figure 5), as are the associated developmental domains. Consistent with ADRP 6-22, AR 600-100 also incorporates the elements of counseling, coaching, and mentoring in efforts to develop subordinates to their fullest potential.[39] The remainder of AR 600-100 stipulates leadership responsibilities and authorities.

DA Pamphlet 350-58

DA Pamphlet 350-58 outlines the processes for the Army Leader Development Program (ALDP). It guides those who are responsible for developing officers, warrant officers, noncommissioned officers, and civilian leaders of the Active Component, the Army National Guard, and the U.S. Army Reserve. It describes methodology and processes used to manage the ALDP which supports the three pillars of leader development: education, training, and experience.

As with the previous references, both the definition and intent of leader development is consistent with the ALDS and associated regulations and doctrinal references. Chapter 2, 3, and 4 of DA Pamphlet 350–58 outline the framework, development, and initiative processes involved in designing, amending, or changing the ALDP. This includes the various stakeholders, forums, committees, and methods involved in designing the program. It is a very deliberate process, which is reinforced by the consistency of doctrinal information reviewed in here in Chapter 2, with virtually no discernible discrepancies between references.

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[39]Headquarters, Department of the Army, Army Regulation 600-100, *Army Leadership* (Washington, DC: Government Printing Office, March 2007), 5-6.

DA Pamphlet 600-3 and DA Pamphlet 600-25

The focus of DA Pamphlets 600-3 and 600-25 is to provide development and career management guidance to Army leaders (Officers and Noncommissioned Officers) and a mentoring tool for all leaders. While neither pamphlet lays out specific paths to success, both provide broad ranges of developmental opportunities a successful leader should experience during his or her career. Definitions related to leader development are consistent between the pamphlets as well as with the ALDS and other references.

Each of these pamphlets outlines comprehensive approaches to leader career management and development as a career-long process, broken down further into specific requirements by branch and field, grade, and position. Each reference also provides guidance related to all three developmental domains. DA Pamphlets 600-3 and 600-25 outline an Operational versus Strategic approach to leader development as seen within the ALDS. Of note, as operational level references, neither of these documents provides specific guidance within the Operational domain outlining specific proficiencies and capabilities tied to performance measures. Again, this is consistent with other references currently available.

Summary of Doctrinal References

The Part I literature review has provided doctrinal validity to the current ALDS, and is current with regulations and other references. What CAL has provided in the publication of the ALDS is a "one stop shop" for leader development strategy within existing as well as emerging doctrine and regulation. While the ALDS differs slightly from the AMCS, it directly links the principles of Mission Command philosophy to the leader development domains. Of most significance related to this study, the ALDS does

provide valid, broad-based strategic level leader development guidance in an clear

manner. However, as this study proceeds, it will examine if this strategic guidance can be

directly related to actionable development programs and plans at the unit level.

<u>Part II - Current Literature and Material Related to Leader Development</u>

2013 Chief of Staff for the Army Leader
Development Task Force Final Report

Published on the 238th birthday of the Army, the 2013 Chief of Staff for the

Army Leader Development Task Force Final Report outlines findings and

recommendations related to the General Odierno's directive to conduct a comprehensive

review of leader development. Although this study focuses primarily on Army Officers, it

provides relevant data and trends applicable to all leaders.

The CSA provided the following aims when commissioning the Leader

Development Task Force(LDTF): (1) Conduct a comprehensive appraisal of leader

development; (2) determine the major leader attributes and leader development

experiences that enabled superb combat performance for the Army; (3) assess where

leader development might have eroded over the past ten years; (4) make

recommendations to ensure leader development programs continue to develop and sustain

an exceptional leaders; (5) be inclusive of all Army leader cohorts to include pre-

commissioning; and (6) include personnel external to the Army Profession with

appropriate expertise.[40]

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[40]Headquarters, Department of the Army, *2013 Chief of Staff of the Army Leader Development Task Force-Final Report* (Washington, DC: Government Printing Office, June 2013), 1.

The focus of the LDTF study was along three major lines of effort: (1) to make recommendations to reinforce and sustain practices that enabled a decade of superb battlefield performance; (2) to reestablish standards as appropriate; and (3) to boldly transform Army systems to best educate, train and inspire leaders for the future.[41] After gathering data from multiple surveys, interviews, and informational briefings, the LDTF concluded several key points related to leader develop: leader development is the lowest rated competency across the force (consistent with the CASAL findings); operational needs have been met at the expense of leader development consistently over the past decade; PME and self-development resources have practically disappeared over the last decade; and gaps are increasing between senior leader expectations and junior leader capabilities.

Additional findings of note within the LDTF Final Report include that neither the philosophy of Mission Command, nor how it applies in non-operational duties is well understood in the force.[42] This is of critical importance in assessing the adequacy of the ALDS. Multiple doctrinal sources all stipulate for the ALDS to be successful it must be executed within the tenets of mission command. If the force does not fully understand mission command, it is likely that the force is currently incapable of adopting the ALDS in its current form. Additional information, refinement of the existing information, or other methods which will ensure inculcation of mission command is necessary.

Based on the findings, the LDTF made four strategic recommendations toward improving leader development within the Army: embed mission command; develop

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[41]Ibid., i.

[42]Ibid., 10.

others; establish a PME-based assessment center; and conduct career management of leaders. Enabling subordinates to exercise disciplined initiate within the commander's intent to attain a commonly understood and visualized end-state is the goal of imbedded mission command. It enables decentralized execution, flexibility, and momentum. Developing others is an essential responsibility of all members of the Army Profession, and has a complementary relationship to mission command. Cultivating trust between leaders within the unit, and underwriting prudent risk will enable them to develop as leaders of action able to execute the commander's intent. Assessing and evaluating leaders during PME to determining their future potential will steer leaders toward positions based on their aptitude rather than their previous experience and performance. This would increase the probability of leader success in assignments by relating them to the leader's skills, aptitude, and previous performance.

Articles

In Colonel Douglas Crissman's article *Improving the Leader Development Experience in Army Units*, he relates several findings from the LDTF Final Report with his experiences and observations from the field. As previously referenced, Colonel Crissman advocates a process driven approach to leader development, however, he asserts, after more than a decade of war, he is in the minority.

> Leader development is not the outcome of a series of classes or the product of a sequence of assignments, nor is it the job of one person or organization. It is a continuous process intended to achieve incremental and progressive results over time. The CASAL results suggest the lack of an integrated approach as one reason for lower effectiveness ratings as junior officers consider the various leader

development activities as isolated events rather than part of an ongoing process of development.[43]

Likely resulting from a number of contributing factors, leaders have lost the art of developing their subordinates. Colonel Crissman insists designing creative and meaningful developmental experiences for subordinates is the key to success. The elements of meaningful developmental experiences include assessment, challenge, and support.[44] These elements are consistent with the ALDS tasks and methods along the Training and Experience LOE (see figure 1). Underwriting calculated risk and building leaders through challenging scenarios are consistent with Colonel Crissman's example of meaningful developmental experiences.

Colonel Crissman identifies and recommends several other approach mechanisms related to improving the leader development experience, particularly applicable within brigade level organization. First, leaders at all levels must realize leader development is a balanced process. This process requires balance between the components of leader development. It must occur within equal emphasis in each of the leader domains to encourage leaders to be innovative, understand complex situation, identify the nature of the problem, exercise initiative, and operate comfortably in uncertainty. Balancing leader development is not a new concept, nor is approaching development as a process; realizing the necessity and actualizing the balance is a return to successful prior practices lost in the past twelve-plus years of combat operations.

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[43]Douglas C. Crissman, "Improving the Leader Development Experience in Army Units," *Military Review* 93, no. 3 (May-June 2013): 7.

[44]Ibid., 8-9.

Secondly, for leader development to be meaningful, it must include assessment, challenge, and support. These provide opportunities for developing leaders to learn how to think (what is the problem), rather than what to think (what is the answer). Colonel Crissman presents a model developed by the Army's Asymmetric Warfare Group (AWG) as a method to achieve adaptability as a training outcome.[45] The AWG asserts it is possible to design training that enhances individuals' and teams' adaptability by introducing opportunities to test and demonstrate their confidence, practice decision making, innovative problem solving, and demonstrate initiative. AWG's Adaptive Leader Program is based on the premise that training should bring participants as close as possible to failure–the threshold of failure–to achieve optimal results and lasting impact (see figure 7).[46] Between order and chaos in the training environment, two limits are established: Negative Impact–orderly, simple conditions not requiring imaginative or creative but directive and invariable solutions; and Destructive Impact–chaotic, unsolvable situations lacking a successful solution. Inside these two limits is the Idealized Realm of Training–training conditions that provide opportunities which demand subordinate leaders to exercise initiative to divine innovative solutions enabling them or their team to prevail in difficult and complex conditions. This threshold opportunity is created by developing scenario-based training with the capability of varying conditions to achieve maximum growth.[47] The downside of scenario-based training designed to enable varying conditions and flexibility is that it is material and time intensive.

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[45]Ibid., 9.

[46]Ibid.

[47]Ibid.

TRAINING AT THE THRESHOLD OF FAILURE

WHERE DEVELOPMENT
AND GROWTH HAPPENS

DESTRUCTIVE IMPACT
Impossible; can't succeed.
Out of control; unrealistic.

IDEALIZED REALM
OF TRAINING

ORDER ⟵ ⟶ CHAOS

SIMPLICITY ⟵ ⟶ COMPLEXITY

THRESHOLD OF FAILURE

NEGATIVE IMPACT
Boring: don't have to think.
You'll tell me what to do.
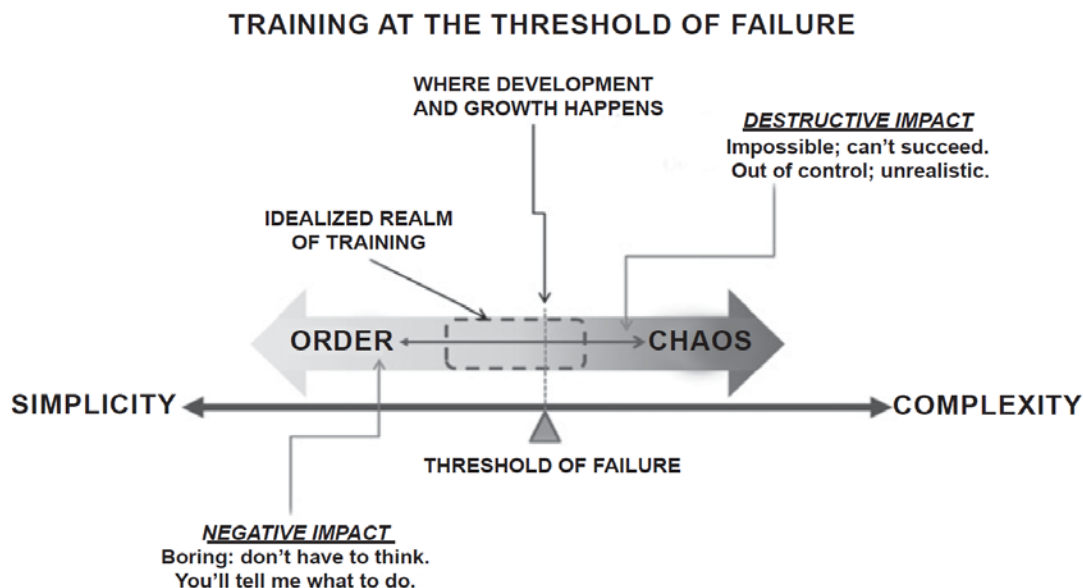
Figure 7.   Training at the Threshold of Failure

Source: U.S. Army Asymmetric Warfare Group, "Asymmetric Warfare Group Leader's Guide for Enhancing Adaptability" (Memorandum for Asymmetric Warfare Adaptive Leader Program Participants, 15 December 2011), 6.

This embodies COLONEL Crissman's second approach and exemplifies his third mechanism of individual oriented development. The Army offers limitless development opportunities, however, the majority of these are designed for application across the force, or across a specific demographic within the force. The ultimate objective is designing and aligning these experiences to the individual needs of subordinates.[48] The Training at the Threshold of Failure model offers exactly that. Within this concept, training conditions are designed to be flexible in the interest of enabling initiative. These same scenario-based conditions can be manipulated to conform to the specific training needs of individual leaders. Unfortunately, competing priorities, deployment timelines,

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[48]Ibid., 10.

and training schedules filled with other requirements force training conditions toward the Negative Impact Limit, leaving few opportunities for variable scenarios capable of presenting flexible conditions to individualize leader training.

Along with creating meaningful developmental experiences in the Operational domain, similar requirements exist within the Institutional and Self-Development domains. Mr. Hinds and Dr. Steele, point out in their article, *Army Leader Development and Leadership–Views from the Field*, that timely PME prior to assignment will also increase leader capabilities and reduce gaps in commander's expectations and leader performance. Citing results from the 2006-2010 CASAL, Mr. Hinds and Dr. Steele recommend making PME a priority as opposed to foregoing education for Operational (deployment) opportunities. This is consistent with the findings from the LDTF Final Report. The majority of those surveyed indicate an expectation from their superiors to choose deployments over education, placing a premium on deployment experiences at the expense of PME.

Additionally, both articles support the notion that the conditions related to leader development deficits will not change without unit level senior leadership commitment. Leaders must not only endorse, but encourage opportunities in Self-Development and Education (both civilian as well as PME). Without top-down emphasis, allotment of time and other resources, it will take several years to break the trend of placing PME and Self-Development at the bottom of the value and priority list.

Major Todd Hertling, in his *Military Review* article, "The Officership Model– Exporting Leader Development to the Force", draws similar conclusion related to not only a need of balance within the developmental domains but in the necessity for mission

command integration into leader development. In outlining the potential benefits of the

West Point's Simon Center for the Professional Military Ethic capstone course, MX400

Officership, Major Hertling offers a compelling argument–expose leaders to multi-

dimensional developmental domains, while enabling them to exercise initiative in an

environment empowered by trust and calculated risk. This will create leaders capable of

meeting the complex challenges faced in the contemporary operational environment.[49]

Major Hertling's proposal is in line with the findings and recommendations of the

recommendations LDTF Final Report, and the elements in the ALDS tasks and methods.

MAJ Hertling's proposal can be linked along all three LOE (see figure 1), through the

inculcation, practice, and exercise of mission.

Summary of Articles

In summarizing the articles cited here, and other examples of professional writing

related to leader development, the bottom line is that unit-level practitioners of leader

development are ready and eager for a change. As the opportunity for deployment

experiences dwindles, improvements and emphasis in the domains of Institutional and

Self-Development are not only recognized throughout the force as necessary, but will

soon to be critical. The journal articles reflect views consistent with the ALDS guidance,

and provide potential solutions to bridge potential gaps between the ALDS and actionable

leader development programs at the unit level.

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[49]Todd Hertling, "The Officership Model–Exporting Leader Development to the Force," *Military Review* 93, no. 2 (March-April 2013): 34-36.

Summary

Multiple informational sources exist related to the fundamentals, aspects, and elements which contribute to leader development. Regulations, DA Pamphlets, and Doctrinal References provide the foundational guidance or "science" related to leader development. Doctrinal validity of the current ALDS is evident in its consistency with regulations and other doctrine references, creating further understanding of this foundation. Contemporary literature, previous research, and professional journal articles, provide insight, applicability, feedback, and reflection, or the "art" related to developing leaders. These resources provide the framework within which this study that will help address the adequacy of our current leader development strategy in application at the unit level. As evident in much of the literature, leader development requires integration of three essential elements in order to be effective at the brigade level. Successful leader development strategies are implemented through the distilling of guidance into an actionable programs or plans consistent with unit collective training (approach), which provides adequate and scheduled resources for leader development activities through prioritization (emphasis), and synchronization between the operational, institutional, and self-development domains (balance). In the following chapter, the study will assess the ALDS within this framework.

CHAPTER 3

RESEARCH METHODOLOGY

The purpose of the research methodology is to assess the ALDS for adequacy of application at the unit level and identify trends and indicators to be reviewed in analysis for potential changes to the strategy. This will also provide data indicating if current leader development gaps exist in enabling a unit based approach (leader development integrated into unit all unit training), emphasis (time and resources dedicated to leader development), and balance (leader development addresses the developmental components and domains). The trends identified in this research will be analyzed in the following chapters to determine what additional elements may be necessary to enable brigade level leadership to successfully transition strategy into actionable plans and programs.

The research methodology in this chapter will consist of three parts: (1) collecting relevant data related to current leader development effectiveness from the 2008 through 2012 CASAL survey findings; (2) synthesizing of information and feedback provided from literature; and (3) a summary of the information drawn from the research.

In collecting data that would indicate trends related to leader development over the past decade, findings from the 2005-2013 Center for Army Leadership Annual Survey (CASAL) provide extensive information related to multiple aspects of leader proficiency, development, and effectiveness. However, based on the initial narrow scope and range of questions of the CASAL survey in its first three years, 2005 through 2007, data related to this study is only available for surveys conducted in 2008 and later. CASAL surveys did not focus on unit-level leader development effectiveness until 2008.

Over the past decade much of the Army organizational level leader development focus resulted from information gathered within the Army, specifically from the CASAL. Significant expansion of survey focus areas as well as audience size occurred in the 2008 CASAL, including questions related to the effectiveness of unit-level leader development efforts within the Operational development domain. Previously the CASAL focused on the effectiveness of the Institutional and Self-Development domains only. Since expansion, the Army's primary assessment tool for measuring unit leader development effectiveness has been the CASAL.

Data Collection–2005-2012 CASAL Results and Findings

Background

Initiated in 2005, based on the results of the leader development study conducted between 2000 and 2002 at the direction of Army Chief of Staff General Eric Shinseki, CASAL is the primary assessment source for how current personnel, both uniformed and civilians evaluate Army leadership and leader development.[50] CASALs primarily focuses on three areas: the Army's ability to develop leaders; the quality of leadership development; and the contribution of leadership to mission accomplishment.

CASAL is conducted annually, sponsored by the Combined Arms Center, Center for Army Leadership, at Fort Leavenworth, Kansas, to assess the quality of Army leadership and leader development. Over the last five years the number of respondents has increased from 17,884 in 2008, to well over 27,000, in the 2012 survey, including

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[50]Ryan Riley et al., *2012 Center for Army Leadership Annual Survey of Army Leadership (CASAL): Main Findings* (Washington, DC: Government Printing Office, June 2012), v.

approximately 20,000 sergeants through colonels–leaders at the brigade level. CASAL surveys proportionally target respondents from the Active component, US Army Reserve, and Army National Guard. To better track trends and identify patterns across all developmental domains the survey expanded in scope to include equal importance on all domains, adding Operational domain questions while expanding the Institutional and Self-Development domain inquiries in 2008. The CASAL now covers a broader range of responses, providing data points in all leader development domains. For the purpose of this study, research efforts will focus on the Operational domain as this is the area in which brigade level leaders have the greatest potential influence and responsibility as outlined within the ALDS.

<center>Interpreting Findings and Identifying Trends</center>

CASAL questions are designed to provide a range of responses rather than providing strictly polarized answers. Response options generally follow the format of allowing the respondent to indicate concurrence or non-concurrence along a range of strongly positive to strongly negative. According to Dr. John P. Steele, CASAL Project Lead, a two-thirds favorability rating established in research as a threshold for acceptability is the measure used for evaluating CASAL responses.[51] Performance resulting in positive results, self preparation, and responsibility to the profession of arms are consistently the most favorably rated doctrinal competencies. The Army Values, confidence and composure, and professional bearing are the highest rated attributes. However, "Develops Others" continues to be the competency with the most room for

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[51]Ryan M. Hinds and John P. Steele, "Army Leader Development and Leadership, Views from the Field," *Military Review* 92, no. 1 (February 2012): 39.

improvement.[52] Operational experience related to deployments continues to be the most favored leader development practice. Army courses, PME, and other institutional training are seen as effective by the majority of graduates as improving leadership, but ratings have stabilized in recent years.[53]

CASAL study recommendations since 2006 have specified increasing leadership development instruction during PME as a necessity, along with improvements and additional emphasis on leaders developing subordinates within units. Recommended methods include using advanced learning principles to make training more challenging and using position and duty assignments more intentionally for development.[54] These findings are consistent with similar recommendations based on analysis of surveys conducted by the Chief of Staff for the Army Leader Development Task Force; leader development, focused on mentoring and one-on-one development of individuals, coupled with broadening assignments intended to increase subordinate leader's breadth as well as depth of knowledge, skills, and proficiency are prominent in the LDTF Final Report.

A total of 69 percent of Army senior company grade and junior field grade leaders (Captains and Majors) feel that the Army demonstrates equitable commitment; just over 30 percent of all respondents feel the Army demonstrates commitment equitable to that asked of them to the Army.[55] While this meets the two-thirds threshold for positive or successful results mentioned earlier, it is of significance to consider that one in three

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[52]Ibid.

[53]Riley et al., *2012 Center for Army Leadership Annual Survey*.

[54]Ibid.

[55]Ibid., 16.

leaders do not believe the Army has demonstrated an equitable level of commitment to their development and enabling career progression. Applying this statistic to a maneuver brigade, a commander of an Infantry Brigade Combat Team (IBCT) may have as many as a third of his staff officers and subordinate leaders dissatisfied with the Army's level of commitment to their career. Similar conditions likely exist within the battalion, where the density of this demographic is higher. Statistically, this does not depict the positive environment necessary to create or enable subordinate leader development within the unit. The significance of this density of potentially disenfranchised leaders increases the likelihood of ineffective leader development within brigade level organizations. Considered from an employment capability perspective, this would roughly equate to an IBCT deploying at less than 70 percent strength, making it combat ineffective in performing its combat mission. The same IBCT would be at or below 70 percent effective in conducting the mission of subordinate development, yielding similar ineffective results.

Equity in leader development and mutual commitment between senior and subordinate unit-level leaders indicates other areas requiring improvement. The category of "Develops Others" is the lowest rated competency since 2006, with only 54 percent rating their superior as effectively demonstrating focus in this area. Since 2008, Army leaders considered their immediate superior's successful in creating or calling attention to leader development opportunities decreasing and lacking adequate time and resources to support development (see figure 8). Even though nearly two-thirds of Army leaders acknowledged their organization expected leader development, statistically within the tolerance of the survey standard for success, disparity exist between the level of

expectation related to leader development and the time, attention, and other required allotted in support of it, just over half of respondents indicating their unit did not expend enough energy toward development.
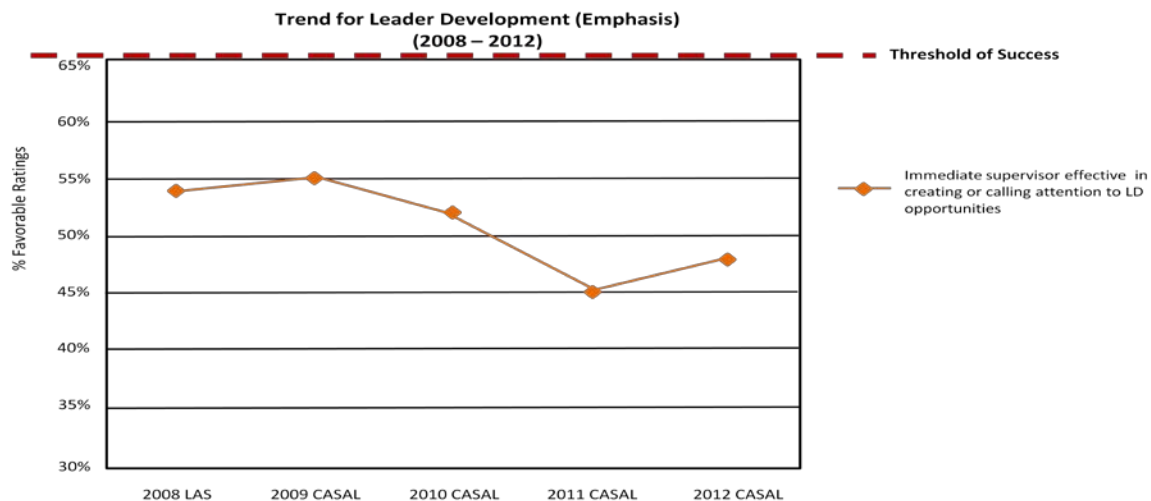
Figure 8.   Trend for Leader Development (Emphasis) 2008-2012

Source: Created by author

Survey responses continued to trend downward related to unit prioritization in support of subordinate development, from 55 percent in 2008 to an all time low of 40 percent in 2011. Although these numbers rebounded slightly in 2012 to 44 percent, resourcing indicators have yet to rise close to the two-thirds threshold of success. Comparing these responses to those related to immediate superior success in creating or calling attention to leader development opportunities, correlation can be drawn between leaders calling attention to development and a unit's emphasis on development efforts. Neither category reflects significant increases in the perceived success of leader

development efforts, however, the responses in both categories follow remarkably similar

trends over the last five years (see figure 9). The significance of this relationship suggests

leader and unit prioritization and emphasis are necessary or codependent components of

effective development programs. Additional research would be required to reinforce this

conclusion; however these findings are consistent with leader attention and unit emphasis

relationships in other areas such as unit safety efforts, soldier resilience, and supply

discipline programs.
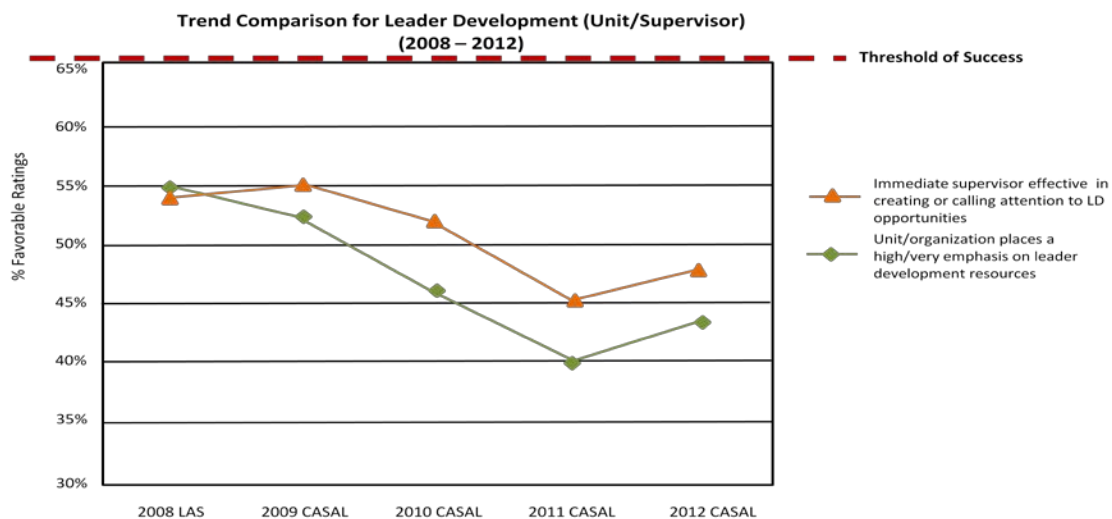
Figure 9.   Trend Comparison for Leader Development (Unit/Supervisor) 2008-2012

Source: Created by author

Over the last four years responses indicate unit-based leader development is

continuing to struggle. Not measured in the 2008 CASAL or prior, 2009 results indicated

half of the Army leaders at or below the rank of Colonel believe unit-based leader

development to be effective. In 2010, responses dropped to 40 percent, but have since

leveled off between 44 percent (2011) and 43 percent (2012) (see figure 10). There

appears to be no direct relationship between this trend and those mentioned above

following the dramatic drop in all categories between 2009 and 2010 (see figure 11). Due

to multiple variables between units, leadership, operational tempo (OPTEMPO), and

other factors, without additional data reliable trend analysis of this metric is not possible.

These trends correspond to the assertion that unit-based leader development programs

show significant room for improvement, and continue to be one of the lowest scoring

categories in the survey. Continued survey data should be collected and analyzed to

determine more conclusive results.
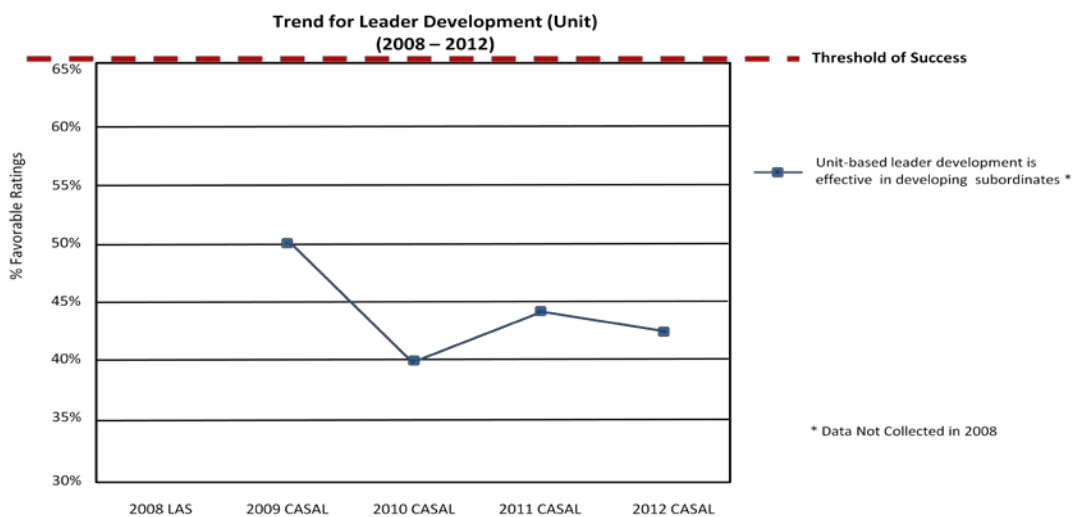
Figure 10. Trend for Leader Development (Unit) 2008-2012

Source: Created by author
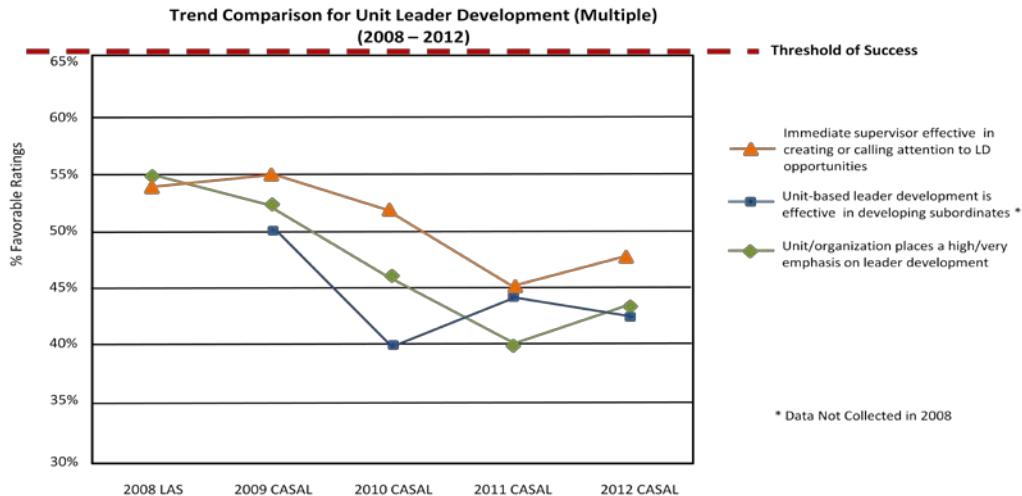
Figure 11. Trend Comparison for Unit Leader Development (Multiple) 2008-2012

Source: Created by author.

A positive indicator for leader development program potential is reflected in the

CASAL responses related to individual leader effectiveness in developing subordinates.

Between 2008 and 2012, immediate supervisor effectiveness has hovered just below the

threshold for success, at between 58 percent (2008) and 62 percent (2012), with the trend

showing an overall increase since 2008 (see figure 12). This is also a category with

potential for improvement, as evident in the most recent CASAL Findings Report

published in April 2013, reflecting the findings from the 2012 survey. While trends in

supervisor concern and capability for improving and developing their subordinates is

increasing, there remains about one-fifth of leader responses which reflect they do not

believe their superiors have concerns about improving subordinate leadership skills.[56]

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[56]Ryan Riley et al., *Center for Army Leadership Annual Survey of Army Leadership (CASAL): Main Findings Technical Report 2013-1* (Washington, DC: Government Printing Office, April 2013), 57.

Despite expressing concerns verbally, a significant percentage of junior leaders feel their supervisor's actions do not support their development.
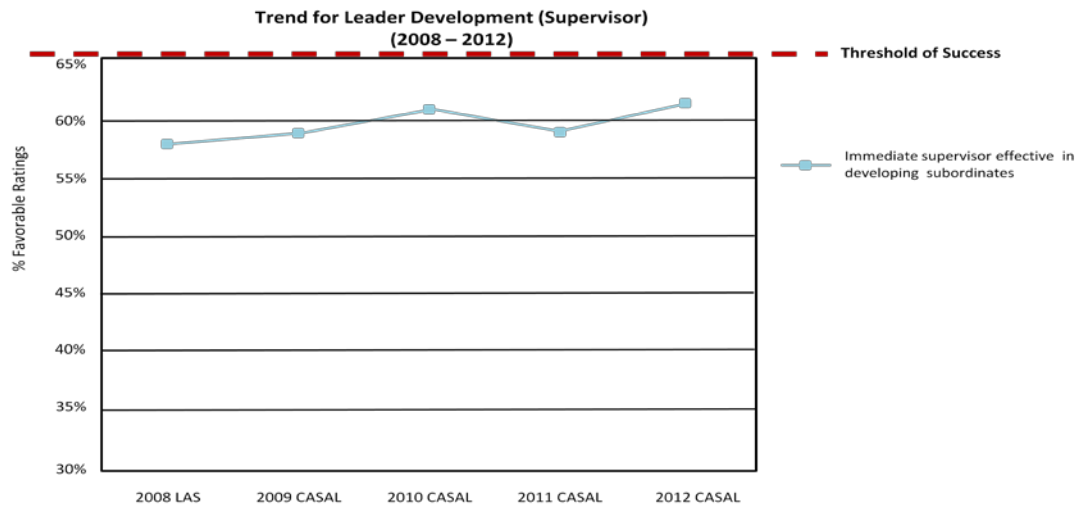
Figure 12. Trend Comparisons for Leader Development (Supervisor)

Source: Created by author

While senior leaders (COLONEL, LTC, CW5, CSM and SGM) generally agree (70 percent) that leaders in their organization understand the importance of developing the leadership skills of their subordinates, their subordinates' perceptions related to their supervisor's development practices tell a different story. Approximately two-thirds of respondents (64 percent) indicate senior leaders' actions to develop their subordinates leadership skills exist to a 'slight' or 'moderate' extent. Only 25 percent of the leaders surveyed report senior leader efforts impact leader development to a 'great' or 'very great' extent; one in ten say senior leader development efforts have no effect at all.[57] This

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[57]Ibid., 65.

is a significant difference in the responses related to immediate supervisor's capability in subordinate development. Data from the 2012 survey responses are the first available within this specific category. Additional information should be gathered in subsequent surveys to provide indications related to junior leader interpretations of senior leadership activities and actions related to leader development within their organizations.

In summary, the CASAL findings provide several indicators that leader development has considerable room for improvement and is likely insufficient at brigade level organizations. While senior commanders express the importance of subordinate development, their commitment is not perceived as genuine from a significant portion of their subordinates. Junior leaders indicate senior level leaders voice development concern but do not actively support or pursue leader development practices in allocation of time and other resources. Many of the survey findings publish by CAL indicate effective leader development is not consistently acted upon, however, the survey provides no metrics for determining how well leader development is understood from a pedagogical perspective. Lastly, responses indicate that a majority of unit-level Army leaders are individually effective in efforts to develop their subordinates despite ineffective unit-based leader development.

<p align="center">Data from Literature Review</p>

Review of the LDTF Final Report coupled with the CASAL findings identified by Mr Hinds and Dr Steele in their *Military Review* article "Army Leader Development and Leadership, Views from the Field" further reinforces leader development requires immediate and drastic improvement. Both of these sources reflect that leader development continues to be the lowest scoring core competency, and trends are still

moving in the wrong direction. The significance of these finding are that conditions are

likely to only continue to decline[58]. If the current generation of mid-grade and above

leadership within brigade level organizations do not instill development capabilities into

the junior leaders, today's junior leaders will likely follow the same trend. When these

leaders matriculate through the system and become organizational level leaders, they will

not possess the experiential knowledge and skills necessary to develop their subordinates,

the next generation of senior leaders. The danger of denying a cohort of leaders any

positive attribute, be it education, development, or training, is that the cycle is likely to

continue until a dramatic change occurs. Implementation of the ALDS proposes to be that

change.

Colonel Crissman's identification of and recommendations related to approach

mechanisms for subordinate development provide indications of where the ALDS may be

inadequate. Within the current ALDS broad-based approach, absent is guidance which

punctuates the benefit and necessity for a process-based approach to leader development.

Additionally, the ADLS does not address the benefit of flexible, individualized, and

scenario-based training designed to enhance adaptability by introducing opportunities to

test and demonstrate leader confidence, practice decision making, innovative problem

solving, and demonstrate initiative to achieve maximum growth. Although the majority

of Colonel Crissman's recommendations are anecdotal, these examples punctuate the gap

which exists between strategic guidance and independent units or institutions approaches,

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[58]Hinds and Steele, "Army Leader Development and Leadership, Views from the Field," 41.

techniques, and programs. The missing element is the doctrine and leader development

tools to link and unify efforts within the strategy.

Summary

Leader development continues to be an area requiring significant improvement. Current leader developmental gaps exist from both the subordinate as well as senior leader perspectives; junior leaders find development lacking and senior leaders find subordinates capabilities inconsistent with expectations. The results of the information gathered during the research provide indications and trends related to gaps in current leader development which will be further developed and analyzed in the following chapter. Examination of the CASAL data and findings, coupled with analysis of the literature, indicate three potential areas to focus improvement effort on: <u>integration of leader development in all unit training and activities; leader driven attention and resources allotted to development efforts; leader development efforts which encompass the development components and domains equally</u>. These areas of improvement are interrelated and require a comprehensive methodology–they should not be addressed piecemeal or independently without consideration of the others. Examination of these areas will determine what current leader development gaps exist in approach, emphasis, and balance at the brigade level and how these gaps may be bridged or mitigated. Mission Command capability to address these gaps will also be considered. During the next chapter, these areas will be analyzed to determine if these disparities can be rectified through effective changes to better enable the application of the ALDS.

CHAPTER 4

ANALYSIS

The purpose of this chapter is to analyze leader development gaps within the

ALDS based on the findings from the research methodology. The analysis will directly

address the thesis of this study, in that it will determine if the ALDS adequately addresses

leader development needs at the brigade level. In addressing this question, chapter 4 will

address the secondary research question to determine if the ALDS provides the necessary

strategic guidance to address the deficits identified in chapter 3. The deficits, which must

be examined collectively and as interrelated are:

1. Lack of integration of leader development in unit training and activities

2. Inconsistent or inadequate leader attention and resources allotted to leader

   development efforts

3. Leader development plans and programs which do not equitably encompass the

   development components and domains

Guidance provided within the strategy to address these issues will be assessed for

applicability at the brigade level to determine if the guidance is bridgeable into

development of plans and programs. Issues identified in chapter 3 not addressed in the

ALDS will be revisited in chapter 5, through either recommendations for action or

additional research. Chapter 4 will consist of five parts, organized in the following

manner:

1. Results and discussion

2. Examination of unit-based leader development

3. Significant findings

4. Findings specific to approach, emphasis, and balance

5. Summary

<u>Results and Discussion</u>

As discussed in chapter 2, the ALDS guidance is grounded in current regulations and doctrinal references which create a sound foundation for leader development guidance. The current professional literature and previous research provide insight and feedback related to current leader development practices, indicating potential gaps between strategy and action. The literature also indicates leader development requires integration of leader development in all training with adequate resources, reinforced through leader emphasis. Successful leader development programs are intended to balance operational, institutional, and self-development opportunities at the unit-level, as outlined in the ALDS and ADRP 7-0 as well as other references.

However, as discerned from research in chapter 3 several identified trends indicate gaps between the strategic guidance outlined in the ALDS and the ability for unit level organizations (brigades) to relate this guidance into effective leader development. Research indicates the Army has capable and competent leaders within brigade size organization who demonstrate the ability to develop and mentor their immediate subordinates. However, these organizations are considered incapable of assessing, designing, developing, integrating, and evaluating effective unit-level leader development programs.

Subordinate leaders indicate to a greater degree than in any other category that unit-based leader development is ineffective. Perhaps this would be a less startling

statistic if subordinates also felt their immediate supervisor were incapable of developing

subordinates, however, individual leaders' capacity to develop their subordinates is

consistently one of the higher rated categories of leader development. Further

examination of this relationship is necessary to determine if ALDS strategic measures

address this issue.

Examination of Unit-Based Leader Development

The lack of relationship between individual leader developmental abilities and

ineffectiveness of unit-based programs provides several possible rationales. Looking at

the trends identified during the research, there are three potential contributing factors

which will be examined. First, analysis of the data indicates there is a connection between

leader attention and unit prioritization of development efforts–an emphasis issue.

Secondly, unit capabilities related to leader development are likely inconsistent with unit

training capacity–an approach issue. Lastly, trends indicate leaders' satisfaction with

Institutional development is steadily increasing, consistent in both the CASAL as well as

the LDTF survey data, while development within the training component of the

Operational domain is ineffective–a balance issue. These three issues will be examined

within the leader development elements framework of approach, emphasis, and balance

to determine the degree to which each may be contributing to the ineffectiveness of unit-

based leader development at the brigade level.

The relationship between leader attention and unit prioritization of development

efforts is an issue related to emphasis. Emphasis, as an essential element of leader

development as defined in chapter 1, are leaders at all levels understanding the

importance of leader development activities, enabled through allocation and dedication of

time and other necessary resources. In order for leaders throughout an organization to fully understand the importance of any effort it must be emphasized, and that emphasis must have meaning. Within Army organizations, emphasis is generally those items the commander and his or her staff allocate time and other resources toward. Words are usually not enough to provide lasting emphasis. Dedicated time and material demonstrates purpose. Purpose gains momentum when it is tied to an attainable outcome or end-state. This is consistent with the research findings reflected in chapter 3; the responses reflecting low unit emphasis on leader development relates to the ineffectiveness of unit-based leader development. Respondents in from the CASAL and the LDTF survey reflected while unit leaders spoke frequently about the importance of leader development, the organization did not allocate time and other resources toward it. This dilutes unit efforts toward creating meaningful and effective leader development. This trend does not indicate leader development was absent, only that development efforts were not reinforced through meaningful emphasis. This relates to the other two major deficits in lack of tangible weight behind leader development efforts in balance as well as approach.

Unit-based leader development capabilities are likely inconsistent with unit capacity for training, which is considered an issue related to approach. Approach, as an essential element of leader development is a mind-set created through unified understanding and conveyance of consistent messaging to maximize leader development opportunities into all collective and individual training. It is important to delineate between a lack of capacity versus the lack of capability. Consideration of these two definitions is necessary: capability is a potential ability or aptitude to perform or achieve

certain actions or outcomes; while capacity is the actual ability or power to perform or achieve certain actions or outcomes. Within this context, while unit leaders possess the potential aptitude to conduct effective leader development, which is evident in the higher ratings in development of their direct subordinates, they are not afforded the actual ability by the unit. Unit driven leader development does not enable nor integrate this potential into unit-based training. So, while leaders have the aptitude, they are not empowered beyond their immediate subordinates, nor coordinated in effort with their fellow leaders. Assessing this within the framework of approach, unit-based leader development lacks integration of ALDS guidance specifying leader development efforts which challenge leaders at all levels. This results in either inconsistent or non-existent unit specific objectives or assessments in training plans. Leaders are developing their subordinates, but the unit is not. Unlike unit-based collective training, there are no published T&EO standards outlining the tasks, conditions, and standards for leader development. It is a logical conclusion that the poor results in unit-based leader development is due to the lack of doctrine and UTM material available to link actionable plans and programs to the strategy in the ALDS. Limited unit-centric developmental material coupled with a lack of emphasis and balance hampers units' ability to plan, execute, and assess unit-level leader development programs within a specific unit-level standard of performance and assessment.

The third identified deficit relates to institutional development steadily increasing while development within the training component of the Operational domain is ineffective. This indicates a balance issue within the developmental domains. As outlined in Colonel Crissman's examples, Army institutional organizations have identified gaps

exist within leader development efforts primarily within unit-based programs. These programs must incorporate operational, institutional, and self-development opportunities equally to individual leaders as they progress and grow. Since unit-based development has declined, PME and other Army institutions have increased their focus on leader development with considerable success. However, due to the frequency of PME (3-5 years between PME for most leaders), and the primary responsibility for leader development remains with unit commanders, PME cannot maintain leader development requirements independently. Institutional development must be complemented by the other developmental domains. The ALDS recognizes and addresses this as a strategic imperative, however, additional resources will be required to bridge the gaps between strategy and unit-level plans and programs within brigade size elements to complement self-development and institutional efforts. Successful leader development is achieved through converting guidance into plans and programs, but as outlined above, the tools, systems, and doctrinal resources do not currently exist to enable these efforts.

Significant Findings

Responsibility for creating leader development programs and processes are the responsibility of unit commanders. This is consistent with their responsibility to develop and implement mission essential task (MET) training within their units. However, compared to the responsibility for developing other training, such as MET, brigade commanders have multiple doctrinal references and systems available to cross-walk training from individual through every level of collective training within their brigade. For an Infantry Brigade Combat Team (IBCT) planning an upcoming training cycle, the Digital Training Management System (DTMS) provides the necessary individual and

collective training events along with the associated list of required resource necessary to conduct effective UTM. Multiple references are available which link all levels of training to create logical, sequenced, and synchronized programs which DTMS augments in training development, evaluation, and documenting the training when complete.

No such system or subsystem within DTMS exists to provide linkage between guidance and an executable process for leader development. Although AR 600-25 and AR 600-3 provide frameworks for creating a leader development approach and furthers the strategic goals outlined in the ALDS, these regulations do not provide the unit level commander with leader development standards similar to those found in DTMS for individual and collective training. Again, these professional development guides are an "operational" level link but still do not address the "tactical" level development requirements at the brigade level. Currently, very few references exist which provide leader specific tasks, standards of performance, evaluation criteria or resource requirements. Those that do exist lack specificity in training and evaluation focus. Responsibility for creating training and evaluation standards has been relegated to each commander, yet he or she is not provided with standardized tasks, performance conditions, or evaluation criteria. This inherently dilutes consistency in planning, conducting, and evaluating leader development.

The ability to relate the mission command philosophy principles to leader development practices will assist in bridging many of the current gaps reducing ALDS adequacy in application to brigade level units. The mission command philosophy helps commanders counter the uncertainty of operations by reducing the amount of certainty

required for action. Mission Command philosophy enables commanders to balance the art of command and the science of control, through application of six guiding principles:

1. Build cohesive teams through mutual trust

2. Create shared understanding

3. Provide a clear commander's intent

4. Exercise disciplined initiative

5. Use mission orders

6. Accept prudent risk.[59]

Each of the principles is interrelated and necessary in the exercise of Mission Command. The necessity of commander ability to build cohesive teams is strongly dependent on mutual trust; leaders must demonstrate the willingness to accept calculated risk while subordinates exercise prudence and sound judgment in risk assessment and assumption. This will enable commanders to establish the trust necessary for their subordinate leaders to train to the threshold of failure without fear of reprisal, but in the interest of development. This trust will also increase shared understanding between leaders. Commander's clear intent and desired end-state will help his or her subordinates reach a mutual understanding of the operational frames (current, desired, and the associated operational approach), increasing the clarity of intent which will enable disciplined initiative at all levels. The mission command approach does not replace command and control, but enables commanders to exercise more influence or opportunity for mission accomplishment than command and control through enabling adaptation at lower levels

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[59]Headquarters, Department of the Army, ADP 6-0, 2.

of command to constantly changing conditions. It creates opportunities for subordinate initiative, thus creating increased qualitative and quantitative development.

Rather than shift responsibility down echelons in the chain of command, mission command enables collective and unified effort toward a commonly understood goal or end-state. Consider the effectiveness of a strategic approach which links echelons through logic of purpose, versus a strategy which outlines an unquantifiable end result, through unclear or nonspecific ways and means. The unit level actions and required resources to attain a desired end-state are not established within the ALDS. As opposed to other strategic documents, the ALDS does not have subordinate doctrine which specifies an operational approach to enable tactical applications of tasks driven toward a specified purpose, linked by logic of purpose back to the desired end-state or goal.

For these reasons, mission command must be fully understood and inculcated into all training and development before the ALDS can be considered truly effective within brigade sized elements. The LDTF Final Report provides several examples which indicate a significant lack of understanding of the mission command principles which hinders its application in development efforts.

Findings Specific to Approach, Emphasis, and Balance

Multiple informational sources all relay a similar message–Army leader development practices are out of balance and need immediate correction. The ways and means to correct this declining trend in developmental capabilities lies in the mid-grade leadership assigned at the brigade level. Successful leader development strategies are implemented throughout an organization by converting guidance into plans and programs. These programs must integrate leader development into every aspect of

training (approach), provide adequate and scheduled resources in support of these activities (emphasis), and incorporate operational, institutional, and self-development domain weight equally to individual leaders as they progress and grow (balance). From analysis of the literature and the application of research, this study has determined the ALDS provides the requisite broad based strategic approach to the Army. However, additional resources are required to completely bridge the gaps between this strategy and executable unit-level plans and programs within brigade size elements. With additional resources this strategy has the potential to correct the current leader development imbalance and create competent and capable leaders to lead the Army into the next decade.

This research demonstrates the ALDS stems from a valid and unified doctrinal basis in providing the foundational guidance or "science" required for quality and consistent leader development. Applying the principles of mission command, the "art" of developing leaders through disciplined initiative with a process-based developmental approach, as outlined in the ALDS and the LDTF Final Report, will further energize developmental efforts along a path consistent with the Army's senior leadership vision. Combined, this "art" and "science" will provide the framework within which the ALDS can address the current leader development deficits within the force today, as well anticipate future shortfalls in the near future, provided the necessary resources can be developed to link the strategy to action.

Summary

The primary finding within the analysis is that sufficient references and doctrine do not currently exist which enable the creation of effective leader development plans

and programs at the brigade level. While the ALDS does provide a sound and valid strategic framework grounded in doctrine, unit-level commanders are left without an operational or tactical framework to link strategy to action. Additional doctrinal material is required for effective unit-based leader development.

Analysis to determine does the ALDS adequately address leader development needs at the brigade level began with identification of the following major deficits in leader develop:

1. Most leaders indicate while they have adequate time to direct and train their units, they do not feel they have sufficient time to conduct the necessary duties and responsibilities for developing their subordinate leaders.

2. Unit level leader development programs are consistently rated as the least effective means of development, while most leader's are individually effective in efforts to develop their subordinates.

3, Leaders consistently indicate their immediate supervisor calls attention to leader development opportunities; they do not prioritize planning or conduct of leader development activities. To a large degree, most junior leaders do not have the latitude to be able to establish training priorities outside of the unit training schedule of training plan.

These deficits are the basis for analyzing the adequacy of the ALDS insofar as whether it (directly or indirectly) addresses these issues. The strategy was examined to determine if it provides applicable ways and means to pursue attainable ends at the brigade level.

The LDTF recommendations related to the necessity of understanding and implementing the mission command philosophy are sound and consistent with the ALDS.

A broader and deeper understanding of mission command philosophy is necessary before it can be a productive addition to leader development efforts. The principles of mission command are aligned with the leader development principles, with each concept mutually supporting the other. Better understanding of mission command and execution of its principles improves leader development experiences, effective leader development programs, and provides leaders with mission command capability. To make leader development more productive and applicable at the brigade level, additional training, education, and practical application of the mission command principles is necessary.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

Summary

The purpose of this study was to determine: does the Army Leader Development Strategy (ALDS) adequately address leader development needs at the brigade level? Two Army doctrinal references intended to drive future Army leader development efforts, were examined, the ALDS and AMCS. The ALDS was the primary focus of the analysis, as well as the portions of the AMCS related to mission command philosophy. The portion of the AMCS related to mission command as a Warfighting Function, was excluded from the scope of this study.

In addressing the primary research question of the applicability of the ALDS to leader development at the brigade level, several other questions related to leader development were addressed:

1. What are the major deficits of leader development within the current force?

2. What are the major contributing factors or causes for these deficits?

3. Does the current ALDS address these specific deficits?

4. What changes, if any, should be made to the current strategy?

A review of relevant literature was conducted to understand the background and establish a framework for both research and analysis. The literature review focused on two primary genres: current doctrine related to leader development; and professional, academic, and experiential literature. Examination of this literature establishing an

understanding of the breadth and depth of leader develop, and set the conditions to identify parallels between the ALDS and the current deficits in leader development.

The research portion of this study focused on the results and findings of two Army sponsored surveys: Center for Army Leadership Annual Survey (CASAL) and the Chief of Staff of the Army Leader Development Task Force (LDTF) survey. Each of these surveys solicited responses from thousands of Army leaders, sergeants through colonels from the Active component, Army Reserve, and Army National Guard. The specific research methodology analyzed the survey data and findings to identify trends related to leader development since 2008.

Based on the deficits in leader development identified during analysis and the associated contributing factors or causes, this study determined the ALDS does address each of these issues from a strategic approach perspective. The study further assessed the ALDS for brigade level applicability in bridging guidance into plans and programs to resolve the deficits.

Conclusions

The overall conclusion of this study is the ALDS is in fact applicable at the brigade level, but in much the same manner as other strategic level guidance is applicable to brigade level organizations. For the ALDS to be adequate, it must provide ways and means to address the major leader development deficits identified in this study through additional resources including doctrinal material. The study has identified that sufficient references and doctrine do not currently exist which enable the creation of effective leader development plans and programs at the brigade level. While the ALDS does provide adequate strategic level ends, ways, and means, commanders at the brigade level

are left without tangible operational or tactical level resources (means) to link the strategic goals (ends) to actions (ways). As with other unit training management references related to collective and individual training, supplemental doctrinal material is needed for effective unit-based leader development which can be replicated and adheres to measurable standards.

While the recommendations made by LDTF related to the necessity of integrating the mission command doctrine are sound, an increase in understanding of mission command is necessary before the philosophy can be a productive addition to leader development. Additional effort focused on increasing understanding of the mission command principles is necessary as leader development efforts will continue to struggle without it.

Implementing the interrelated essential elements of leader development–tangible emphasis, an encompassing approach, and balance within the domains –should significantly reduce the current gaps in leader development. Creation of the necessary supporting doctrine will provide the ways and means to execute effective leader development throughout the force. The major deficits in leader develop identified in this study were:

1. Most leaders indicate while they have adequate time to direct and train their units, they do not feel they have sufficient time to conduct the necessary duties and responsibilities for developing their subordinate leaders.

2. Leaders consistently indicate their immediate supervisor calls attention to leader development opportunities; they do not prioritize planning or conducting leader development activities.

3. Unit level leader development programs are consistently rated as the least

effective means of development.

Recommendations

For Action

The following recommended actions are made based on the analysis from this

study:

1. Reenergize unit training management education and training efforts to enable

leaders to create effective leader development plans and programs

encompassing the essential elements of leader development. Rebalancing

formal education with institutional training to expand the experiential domain

from strictly combat related to training related, tempered with both self-

developmental and formal education weight is key to success. Replicating the

experience leaders have gained in more than 12 years of combat will be

challenging in the decades to come. With over ten years of training focus on

the missions in Iraq and Afghanistan, the necessity for unit-level leaders to

create realistic and challenging training experiences has gradually decreased.

Deployment-centric training, directed from outside the unit, has denied leaders

the experience of creating training plans geared toward their unit's specific

needs and encompassing leader development as an integrated training focus.

This has led to leader development efforts added to directed training plans

rather than plans designed with leader development objective as an essential

component. The loss of this experience base in designing and managing

training at the unit level, so prevalent in previous generations, has dissipated

and created an overt deficit in leader development effectiveness. A concurrent

and less obvious deficit in training management capabilities has also occurred,

likely contributing to the inadequacy of unit-based leader development efforts

reflected in the 2008-2012 CASAL findings. Units are experiencing difficulty

in developing adequate individual and unit collective training despite the

numerous tools and references available. It is logical that unit-based leader

development efforts, without similar tools and references are struggling.

2. Create leader development references to bridge the gaps between the ALDS,

leader development guides, and unit level (brigade) leader development

programs. Similar to published references for individual and collective training

found within DTMS, leader development references should provide a wide

range of development options to enable commanders to create development

opportunities based on needs of the individual and the unit. These references

should be incorporated into DTMS as well as Army Technical Publications

(ATP), and Field Manuals (FM).

3. Continue to reinforce mission command in all three developmental domains

and through all aspects of training and operations. If the Army does not

succeed in inculcating a better understanding of the difference between

Mission Command and Command and Control, it will continue to build or

create Command and Control systems and processes rather than Mission

Command systems and processes. In other words, organizational level leaders

will create a situation of compliance rather than an environment which enables

leaders to exercise disciplined initiative to execute the necessary tasks to move

the environment from its current state to the desired state, as visualized and described by the commander. If leaders do not understand the difference, they will continue to train and develop subordinate leaders to Command and Control, rather than train them to execute Mission Command. The Army will continue to largely develop commanders proficient at issuing orders and ensuring compliance, but not good at articulating their understanding and visualization of the problem, creating unity of effort throughout the unit, based on a common understanding of the problem and the solution. When everyone shares a common understanding of the problem and can visualize and describe the situation from this common understanding, this will enable leaders to adapt and change plans to meet the objectives as the situation and the environment changes during operations. Plans and the associated control measures are inflexible and create resistance to change. However, when there is a shared understanding of the problem and a unified visualization, coupled with the ability to describe the situation, to include the current and desired end-state, effort will also become unified, with all elements moving toward a commonly understood solution. This translates to an understanding of the commander's intent and a visualization of how subordinate element will accomplish this intent. This is the higher, more refined form of control than that provided by the concepts of Command and Control; getting everyone to see the problem and think about the solution in the same way. This is the essence of Mission Command and consistent with the Mission Command principles. This is the

relationship between Mission Command and Command and Control–not a replacement, but a refinement in concepts, intent, and principles.[60]

4. Create metrics of proficiency for assessing leader capability by grade, specific to duty position, to establish a baseline from which to develop individual focused leader development. The intent behind this effort is to establish a competency based assessment measurement to identify leader strengths and weaknesses. From this assessment, development programs can be designed and developed to address leader capacity shortfalls. These efforts can be intergraded and evaluated to cultivate capacity into capability through the training, educational, and experiential components. Establishment of these standards through application of the ADDIE model would enable unit leadership to identify both unit and individual ways and means to attain the specific ends their unit requires. This will enable an environment which prepares leaders to exercise Mission Command and prevail in unified land operations. This would likely be developed by the specific proponents or Centers of Excellence for each branch, i.e.: MCoE still develops T&EO style specific measures of performance for Infantry and Armor platoon leaders, Company Commanders, Battalion Commanders, etc. These will need to account for variations in force structure and the associated platforms, (i.e.: IBCT, ABCT, SBCT, etc.).

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[60]David G. Perkins, "Opening remarks" (2013 Association of the United States Army (AUSA) Mission Command Symposium, Leavenworth, KS, 18 June 2013).

a. Operational Domain - Incorporate leader development individual and collective tasks into DTMS. This should include developmental efforts specifically focused on the leader tasks associated with both collective as well as MET training. Although leader tasks are specified within some collective TE&O, they are assessed from a "pass-fail" perspective. This lacks graduated metrics for identifying proficiency along an evaluation spectrum, which would enable training and development measures to develop areas of weakness and maintain strengths.

b. Institutional Domain–Additional Skill Identifier (ASI) producing training and other specialty training related to leader requirements within each branch should be programmed into individual leader training programs. Prior institutional performance should be weighted to provide preferential consideration for attendance. Existing examples include the Army Reconnaissance Course (ARC) for armor and cavalry leaders and the Sapper Leader's Course for engineer leaders.

c. Self-Development–Civilian certification and educational opportunities should be afforded to leaders with demonstrated potential. Time and other resources should be allocated on a regular and predictable basis to all leaders with metrics or methods to measure self-development efforts. Self–development opportunities should be focused on MOS / Branch specific as well as opportunities designed to broaden leader capability.

For Further Study and Research

The recommendations listed below will increase understanding of the ALDS and assist in identifying additional methods for future research and study. The following recommendations for further study or research are:

1. Methods to assess and directly address balance within the leader development domains of Operational, Institutional, and Self-Development. As the Army transitions from war to peace and a conducts the associated significant reduction in manpower, it must determine how to preserve the experiential knowledge gained over the past decade of combat and bring that experience into balance with education and training in developing leaders for the future.

2. Identify measures of leader performance and measures to determine developmental effectiveness within each of the leader developmental domains. This recommendation for further study is closely related to the fourth recommendation for action; developing metrics for measuring leader proficiency by grade specific to duty position.

3. Continue CASAL survey efforts with wider dissemination of study findings. CASAL findings should be incorporated in to PME efforts to increase awareness and solicit recommendations from Institutional domain faculty and students. Increase the scope of CASAL surveys and research to determine means to increase unit-based leader development effectiveness and standardize leader performance.

4. Determine methods to enable commanders at the brigade level to allocate time dedicated to self development and mentorship. As evident in nearly every

professional publication, research finding and survey result, the single greatest

debilitation to applicable and adequate leader development efforts continues to

be available time. Competing priorities, deployments, senior level leadership

requirements, and attempting to accomplish multiple tasks concurrently all

work together to reduce the time available for leaders to develop their

subordinates in a meaningful fashion. This would require research and

development of non-intrusive methods to determine application, adherence,

and effectiveness.

<u>Closing Remarks</u>

The conclusion of this study finds that the ALDS is applicable at the brigade level

in much the same manner as other strategic level guidance is applicable. For the ALDS to

be sufficient and effective, additional doctrinal material must be created to bridge the

gaps between identified shortfalls in leader development and the ways and means needed

for solutions. These recommendations are intended to provide a basis for conducting

further research into leader development and increase interest in development across all

tiers of organization and command. The findings of this study indicate leader

development is of critical importance to the current force as well as to the future of the

Army. Continued interest, research, and more effective means of leader development will

provide short, near, and long term positive results for the Army and the nation.

Unit based leader development programs establish the mindset and provide the

basis for individual leader development efforts. Continuous and process-driven

development of leaders necessitates cultivating and fostering personal relationships

between unit senior leaders and their subordinates. It requires cohesive guidance from the

unit senior leadership containing clear and unifying approach, resource driven emphasis, and developmental balance. The guidance must be understood by those responsible for implementing and supporting unit leader development–namely the staff and subordinate leaders throughout the chain of command and support. Subordinate leaders will focus their efforts and attention on the events and issues they perceive as import to their senior leaders. If leader development is only addressed in written policy and verbal guidance, but not through integration of the essential elements of emphasis, approach, and balance, it will deemed as less important than those issues or events which do receive senior leader direct focus. Leader development must be integrated into unit training at all levels, supported and enabled through dedicated resources, with equity in all domains of development.

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